

# **NATIONAL LABOUR OFFICE**

## **International Programme on the Elimination of Child Labour**

**A technical cooperation project funded by the United States Department of Labor**

### **Project document: Supporting the Time-Bound Programme on the Worst Forms of Child Labour in Tanzania**

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## LIST OF ACRONYMS

<b>ACCESS</b>	<b>Appropriate Cost-effective Centres of Education Within the School System</b>
AfDB	African Development Bank
AIDS/HIV	Acquired Immunodeficiency Syndrome
ANPPCAN	African Network for the Protection and Prevention of Child Abuse and Neglect
ATE	Association of Tanzania Employers
BEMP	Basic Education Master Plan
BTC	Belgian Technical Cooperation
CARE	Care International
CBO	Community-based Organization
CAA-IPEC	Commercial Agriculture Africa Programme (IPEC)
CDW	Child Domestic Work
CIDA	Canadian International Development Agency
CHODAWU	Conservation, Hotels & Domestic Allied Workers Union
CLEP	Child Labour Elimination Policy
CLS	Child Labour Survey
COBET	Complementary Basic Education
DANIDA	Danish International Development Agency
DBSPE	District-based Support for Primary Education
DED	District Executive Director
ESDP	Education Sector Development Programme
EU	European Union
GDP	Gross Domestic Product
GOT	Government of Tanzania
GTZ	German Technical Cooperation Agency
HBS	Household Budget Surveys
ILFS	Integrated Labour Force Survey
IPEC	International Programme on the Elimination of Child Labour
IPRSP	Tanzania Interim Poverty Reduction Strategy Paper
JFA	Jobs for Africa
KIWOHEDE	Kiota Women's Health and Development
LFS	Labour Force Survey
LGRP	Local Government Reform Process
MCDWAC	Ministry of Community Development Women's Affairs & Children
MLYDS	Ministry of Labour, Youth Development and Sports
MOEC	Ministry of Education and Culture
MOU	Memorandum of Understanding
MRALG	Ministry Of Regional Administration & Local Government
NRT	National Round Table
NCLESC	National Child Labour Elimination Steering Committee
NFE	Non-Formal Education
NGO	Non-governmental organization
NISC	National Inter-sectoral Committee
NPES	National Poverty Eradication Policy
NSC	National Steering Committee
O&OD	Opportunities & Obstacles in Development
PMO	Prime Minister's Office
PRSP	Poverty Reduction Strategy
PSI	Population Services International
RAP	Rapid Assessment
RNE	Royal Netherlands Embassy
SIDA	Swedish International Development Agency
SPF	Strategic Programme Framework

STDs	Sexually Transmitted Diseases
STEP	Strategies & Tools Against Social Exclusion and Poverty
TACOSODE	Tanzania Council for Social Development
TACTU	Tanzania Congress of Trade Unions
TAMICO	Tanzania Mine Workers Union
TAMWA	Tanzania Media Women's Association
TAS	Tanzania Assistance Strategy
TASAF	Tanzania Social Action Fund
TAWOMA	Tanzania Women's Mining Association
TBP	Time-Bound Programme
TEC	Transitional Education Classes
TGNP	Tanzania Gender Network Programme
TPAWU	Tanzania Plantation & Agricultural Workers Union
TTU	Tanzania Teachers Union
UK-DFID	Department for International Development
UMATI	Family Planning Association of Tanzania
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
USDOL	United States Department of Labor
USAID	United States Agency for International Development
VETA	Vocational Education Training Authority
WFCL	Worst Forms of Child Labour
WFP	World Food Programme

## GLOSSARY OF TERMS

**Leverage resources:** This term refers to an organization's ability to use existing resources and influence to identify and obtain new sources of funding for an initiative.

**Time-Bound Programme:** ILO member states that ratify Convention No. 182 commit themselves to prohibit and eliminate the worst forms of child labour as a matter of urgency through time-bound measures. The IPEC Time-Bound Programme approach is designed primarily to assist member States to implement Convention No.182 in an integrated and effective manner that ensures sustainability in preventing the engagement of children in the worst forms of child labour, withdrawal and rehabilitation of those already in intolerable work situations, and protection of working children (of legal working age) from hazardous activities. To be sustainable, the withdrawal of children from intolerable work situations needs to be accompanied by measures to offer them and their families appropriate education, income and employment alternatives, as well as measures to prevent other children from getting involved. Towards this end, the Time-Bound concept combines sectoral, thematic, and area-based approaches, linking action against child labour to national development policy, macroeconomic trends and strategies, and demographic and labour market processes and outcomes. For countries adopting the approach, it aims to eradicate specified worst forms of child labour within a defined period of time.

An important feature of a Time-Bound Programme is "country ownership", meaning that the programme is activated and led by the country itself. Therefore each country adopts its own specific terminology for its time-bound plans and initiatives, although the main principles and approaches of the IPEC Time-Bound Programme remain the same. Official commitment sets the IPEC Time-Bound Programme in motion in a country, creates the structure through which it will be implemented, and provides resources. IPEC, with the support of the international community, backs this commitment with technical assistance.



# Executive summary

As children engaged in the worst forms of child labour and those at risk predominantly come from the poorest and most vulnerable groups of society, there is a growing international consensus that targeting the worst forms of child labour (WFCL) is not only morally right but also an important step towards breaking the vicious circle of poverty and eliminating child labour as a whole in the longer run.

A strong commitment on the part of government to take necessary actions is vital for the elimination of the WFCL. The Tanzanian government demonstrated its initial commitment to the elimination of the WFCL by choosing to become one of the first three countries to design and implement a Time-bound Programme (TBP). This commitment has been expressed in concrete ways by the support and collaboration provided by various units of Government in the preparatory activities, culminating in the successful organization of the National Round Table Meeting, convened by the Prime Minister's Office in April 2001. It was re-expressed most vividly and eloquently during the speech the President of Tanzania made at the Special High-level Session of the International Labour Conference on the launch of the TBP in July 2001.

Having participated in the IPEC programme since 1995, Tanzania has registered significant achievements in addressing the problem of child labour. This political commitment coupled with a reinvigorated endeavour to improve basic education, fight abject poverty and increase the impact of its development efforts, as articulated in both the Poverty Reduction Strategy Paper (PRSP) and the Tanzania Assistance Strategy (TAS) provide an opportunity to develop a strategic programme framework for coherent priorities and increased impact in efforts to eliminate the WFCL.

Specific goals of the Government for 2010 include inter alia universal primary education, a reduction of absolute poverty by 50 per cent and the reduction of unemployment rates to less than 10 per cent. Government commitment and donor support towards meeting these targets are high and the anticipated debt relief associated with the Highly Indebted Poor Countries (HIPC) initiative offer some hope that targets may be met with not too much delay. Within the context of these targets it is therefore reasonable to assume that eliminating all WFCL is a goal that can be reached by the year 2010. The sectors identified for initial focus are: prostitution, mining, domestic work and commercial agriculture. The interim target of the government is to reduce abusive child labour in these sectors by 75 per cent by the year 2005.

To contribute to this goal the project will follow the dual strategy of initially focussing the currently available resources on the identified sectors and a limited number of districts, with a view to rapidly demonstrating results, while helping to mobilize the largest possible coalition of partners and resources for scaling up interventions.

*The first stream of interventions* in this project of support to the TBP of Tanzania aims at creating an enabling environment conducive for the elimination of the WFCL. The programme will seek to create the necessary conditions for the elimination of the WFCL by supporting interventions, building strong linkages and collaboration with relevant activities which are ongoing or planned under government- or donor-funded programmes, and filling in gaps directly where IPEC has a comparative advantage. Where other partners can fill identified gaps more efficiently, the programme will encourage such complementary action.

Despite some favorable conditions the environment for the TBP in Tanzania is difficult, including the increasing incidence of poverty and HIV/AIDS, poor performance of the education sector and deterioration of the child labour situation in general. Addressing this

problem will require a broad partnership of national and international development partners. The programme will therefore contribute to the formulation and implementation of a Strategic Programme Framework (SPF) for the elimination of the WFCL which will serve as a platform of action that partners can sign up for as resources become available and commitments are reached. A number of key donor agencies at the national level such as UNICEF, the AfDB, WFP, DANIDA, and UK-DFID have already confirmed their interest to join the partnership and work together with IPEC and the Government in addressing the problem of WFCL.

*The second stream of interventions* aims at providing direct support to the priority target groups in selected districts. While integrated small-scale project based interventions of IPEC and other organizations have had their success at the local level and have provided valuable lessons to learn from, both the issues of further investment and effort to combat child labour and the problem of scaling up remain to be further explored. The present project with carefully selected sector-cum-community targeted interventions is expected to lead to the development of replicable and sustainable capacities and mechanisms. The process based approach concentrating on development of community-demand driven interventions at all levels, will be a valuable basis for advocacy with the community, employers of child labour and policy makers and implementers. It is in this context that the importance of participatory planning, monitoring and evaluation at all levels is stressed.

The approach provides for a combination of the following inputs:

Social protection programmes - A series of social protection measures will be implemented in order to provide viable alternatives to children at risk of child labour, those withdrawn from work as well as their families. These include:

- awareness raising about the child labour problem and its effect on children;
- formal and non formal education programmes;
- vocational training;
- economic empowerment of target-children's families;
- counselling to the families

Community monitoring - A monitoring system will be designed to complement regular enforcement mechanisms. In addition, the monitoring system will monitor the status of children withdrawn from work and placed in the formal or non-formal education programmes and the status of families benefiting from the programme. As part of the monitoring system, a data base of the beneficiaries will be developed for tracking and follow-up during the project, at the end of the project and after the completion of the project

Advocacy and campaign - The use of child labour remains largely accepted and is regarded as beneficial to children. Awareness-raising programmes designed to change attitudes and perceptions about child labour and to mobilize society to take action against it will be important for the effective implementation of the programme and for the prevention and elimination of child labour in various industries. Awareness-raising activities and mobilization will be designed using the results of baseline surveys, the programme strategies and the results of the programme implementation.

A minimum of 30, 000 children will be prevented from working or withdrawn from work – and at the same time, this group of children and their relatives will be offered the technical support services developed within partner organizations with the result that: a) the economic vulnerability of children will be reduced; and b) the ability of the partner organizations to deliver the training and support services will be tested and amended suitably during the project.

# 1. Background and justification

## 1.1. The scope and rationale of the Time-Bound Programme (TBP) approach

As children engaged in the worst forms of child labour and those at risk predominantly come from the poorest and most vulnerable groups of society, there is a growing international consensus that targeting the worst forms of child labour (WFCL) is not only morally right but also an important step towards breaking the vicious circle of poverty and eliminating child labour as a whole in the longer run.

Following the adoption of the Convention on the Worst Forms of Child Labour, 1999 (No. 182) by the International Labour Conference in June 1999, the International Labour Organization's (ILO) International Programme on the Elimination of Child Labour (IPEC) intensified its efforts to address the worst forms. The rapid ratification of the convention since its adoption in June 1999 (90 as of July 2001) is a clear demonstration of the importance that the international community attaches to the problem.

As part of its intensified efforts, IPEC will support the launch of national TBPs in 2001 to combat child labour, particularly the worst forms, in three countries, which have expressed a strong commitment to do so: Nepal, Tanzania and El Salvador. The TBP will link action against child labour to the national development effort as a whole. Furthermore, the TBP will have strong emphasis on enlisting top political and bureaucratic leadership of each country, and facilitating broad social mobilization and partnerships.

### 1.1.1. Strategic elements of the national TBPs

The TBPs will be developed within the framework of Convention No. 182 and the Convention on Minimum Age for Employment, 1973 (No. 138), drawing particularly on the time-bound measures as defined in Convention No. 182. These measures highlight national commitment to take immediate and effective steps to secure the prohibition and elimination of the worst forms of child labour as a matter of urgency, including time-bound measures.

For the TBPs to achieve their objectives, a conducive environment, within and beyond the scope of this project will be necessary. The enabling environment will provide:

- strong political will and commitment for policy reforms that address the root causes of child labour and ensure sustainability of impact of the projects;
- linkages of child labour action with efforts to provide quality basic education and to alleviate poverty;
- innovative partnerships with governments, international organizations and financial institutions, and civil society to promote and ensure child labour sensitive development interventions;
- ability to put in motion rapid response measures for prevention, withdrawal and rehabilitation of the victims of child labour, particularly those of the worst forms of child labour;
- social mobilization and campaigns for highlighting the problem and mobilizing national and international development partners; and
- public accountability.

### 1.1.2. Primary target groups

The TBP will primarily cover the WFCL, which include children in slavery, trafficking, and bondage; their use in prostitution and pornography; their use in drug trafficking and other

illicit activities; and hazardous work, domestic work and use in armed conflict. This approach will also have a geographical element, so as to prevent situations where interventions only target children in worst forms and do not assist those who work in less difficult circumstances.

## 1.2. The planning and consultative process in Tanzania

Preparatory activities undertaken for the TBP in Tanzania date back to the May 2000 Washington Conference “*Advancing the global campaign against child labour: progress made and future actions*” organized by the US Department of Labor (USDOL) and the ILO during which the Deputy Labour Minister from Tanzania on behalf of his Government made an explicit commitment and request for support in developing comprehensive national programmes of action targeting particularly the WFCL. The development of the TBP for Tanzania has entailed substantial preparatory work and broad consultation (see Box 1).

### Box.1 the planning and consultative process in Tanzania

- 7 Rapid assessments (informal sector, mining, prostitution, coffee, tea, tobacco, and domestic work) and an in-depth review of institutional and policy issues relating to the WFCL (June 2000- March 2001);
- A multi-round Child Labour Survey conducted in conjunction with the national Labour Force Survey (2000-2001);
- Consultative meeting on the TBP with social partners (January 2001)
- Orientation and sensitization workshops in selected regions/districts on the TBP (February 2001);
- Consultation meeting with (ex) child workers to obtain their inputs and views on the TBP initiative (21 - 22 April 2001);
- A National Roundtable (NRT) meeting (23 - 25 April 2001);
- A district mapping of Donor and International NGOs presence in child labour relevant programmes (May 2001);
- Project formulation mission and additional consultations with Government, social partners and the donor community (May - June 2001)

#### 1.2.1. Outcome of the National Round Table meeting on the WFCL

The NRT was convened by the Prime Minister's office and lasted for two and a half days. Between 80 and 100 participants (central and district level) attended. The presentations on the results of the Child Labour Survey (CLS) and Rapid Assessment (RAP) findings contributed to a better understanding of the magnitude and nature of the WFCL in Tanzania. Consensus was reached on the priority target groups and the geographical areas where the problem is present<sup>1</sup>. During the panel discussion the need to establish meaningful links between the TBP and the Poverty Reduction Strategy (PRSP) was emphasized. Presentations on the existing policy and programme framework and relevant interventions were followed by group work on intervention gaps and recommendations, capacity building needs, implementation modalities and partners<sup>2</sup>. In addition the participants also reviewed implementation modalities, partners, capacity building needs, and monitoring and evaluation requirements.

## 1.3. Analysis of the child labour situation in Tanzania

### 1.3.1. Child labour in Tanzania

Work has traditionally been a means of socialization of children in African societies and the dividing line between what is and what is not in the child's interest remains blurred. In a poor family, all members are expected to contribute to the survival of the family and there is often a conflict between the short-term needs and the long-term interest of the child.

Recent efforts to estimate the extent of child labour in Tanzania have shed some more light on the nature and magnitude of the problem. Preliminary data from the first round of the IPEC-sponsored 2000-2001 CLS suggest that 4.1 million out of an estimated 10.2 million children aged 5-14 years are not attending school, and that nearly 4 million out of the latter number were engaged in either economic activities or housekeeping. Only 40 per cent of

children aged 5-9 years were attending school. For the age groups 10-14 years and 15-17 years, the corresponding figures were 78 per cent and 59 per cent, respectively<sup>1</sup>. Overall, only 58 per cent of the estimated 12.4 million children aged 5-17 years were at school, whilst 39 per cent were engaged in economic activity or in house work without attending school. Moreover, 53 per cent of the 7.3 million school children aged 5-17 years also report being involved in economic activities, whilst 48 per cent of working children were enrolled in school. Like the CLS data, most of the Rapid Assessment studies undertaken by IPEC report significant proportions of child workers as also attending school. This situation has an obvious impact on the performance of children at school.

These figures are generally consistent with data from other sources cited by the policy and practice review commissioned by IPEC<sup>2</sup>, which provide estimates of trends in school enrolment. Whereas 98 per cent of school-age children were enrolled in school in 1977, by 1999 only 77 per cent were. In fact, the CLS data presented above suggest that this deterioration is continuing, and that the vast majority of children not at school are engaged in some kind of work. Even if the exact numbers involved cannot be stated with certainty at this stage, what these figures indicate is continuing deterioration of the child labour situation. The Rapid Assessment studies suggest a significant number of children engaged in the WFCL. With the overall number of child labourers increasing, it is likely that the incidence of the worst forms has also been increasing. Child labour is known to be prevalent in smallholder and commercial agriculture, small-scale mining and quarrying, fishing, construction, informal sector activities and domestic work. The policy review lists a number of hazards associated with child labour in these different sectors. They include excessively long hours of work, bearing of heavy loads, exposure to dust and toxic chemicals, handling of tools designed for adults, often without adequate training or protective gear, and undue exposure to physical and sexual abuse. Further support regarding the existence of these hazards is provided by the results of the Rapid Assessment studies. Also of concern is the issue of children in prostitution. A complete picture of the regional and district patterns of child labour cannot be drawn on the basis of the available data. One can only look at the types of activities associated with different areas of the country; the Rapid Assessments having been conducted in purposively chosen localities, additional information is needed on the situation existing in the non-study areas. However, it is probably valid to assume that child labour is a general problem across the country, and that only the incidence of particular forms varies, according to the predominance of specific kinds of economic activity.

### **1.3.2. Underlying factors and socio-economic context**

#### *Education and child labour supply*

In recent years, the basic education system has suffered from declining enrolment and retention rates. Problems include limited access to primary education, high direct and indirect costs (e.g. fees, textbooks, uniforms), poor quality of education without special attention to children at risk, urban-biased resources for education, and insufficient linkages between the content of education and the needs of the local labour market and the local economy as a whole. Parents in the poorest households who send their children to school not only incur the direct and indirect costs of education but also the opportunity cost, which is the wage that the child would earn if the time at school were spent working. In situations where education is not affordable or parents see no value in education, families send children to work, rather than to school. For those children who drop out of school, systems which cater to their specific needs and mainstream them back into formal education are lacking. Further, there are no structures in place which assist and motivate poor communities to send their children to school to ensure that they do not remain outside the formal education system.

Access to secondary education and vocational training has been even more limited, on account of the limited number of schools in many parts of the country, but also because

direct costs are too high for many households. While the dismal statistics for dropout and non-enrolment for *primary* schools are undoubtedly important for child labour, the very low proportion of children (6 per cent) attending *secondary school*<sup>3</sup> is of great significance, simply because the number of children from this age range on the labour market is a great deal higher than those of primary school age. Not only this, but the fact that only 1 per cent of Tanzania's real poor is likely to have completed secondary school compared to 11 per cent of the better off indicates a drastic disparity between developed and less developed areas of the country and between income groups. These factors contribute to the high incidence of child labour among 14 – 17-year-olds. There are substantially more girls withdrawn from school than boys (60/40). Their work can be largely hidden, uncounted and unvalued (e.g. household chores, domestic servitude, agricultural work, home-based work). Often, parents prefer to invest in education of their sons and not lose their daughters' critical contribution to the household economy when faced with limited resources and many financial demands. Efforts to increase girls' education must go hand in hand with efforts to progressively eliminate child labour. Other factors that constrain girls' educational opportunities range from the distance to schools - which place girls' security at risk - to the lack of female teachers and the use of curricula which is not sensitive to the needs and aspirations of girls. These constraints are important to keep in mind since child domestic work and children in prostitution largely affects girls.

A tabular overview of the most common problems in the education and vocational training sector is presented in box 2 below. The box provides an overview at a glance of issues grouped by row in the area of quality, access, school enrollment, training and employment.

## Box. 2- Overview of problems in the education and vocational training sector

## Box 2 Overview of problems in education and vocational training sector

Quality		
<b>Teachers:</b> <ul style="list-style-type: none"><li>• less than 50% of primary school teachers have a Grade A certificate. Female teachers are below even this 50%</li><li>• teachers have low competence and motivation</li><li>• teacher absenteeism and attrition are exacerbated now by a high death rate from AIDS</li><li>• brutality and exploitation by teachers are a powerful reason for truancy</li><li>• the distribution of teachers, especially the better qualified, is heavily biased towards urban centres</li><li>•</li></ul>	<b>Facility and learning resources:</b> <ul style="list-style-type: none"><li>• centralised control of resources means that materials do not reach schools</li><li>• shortage of critical teaching and learning materials</li><li>• libraries and laboratories are scarce or greatly under-equipped</li><li>• classrooms are overcrowded; the average is 113 children per classroom</li></ul>	<b>Pedagogy:</b> <ul style="list-style-type: none"><li>• the curricula are largely irrelevant to children's needs, and tend to be gender-stereotyped</li><li>• learning assessment tools are inadequate, leading to children passing out of primary school without the skills they are supposed to have learned</li><li>• teaching methods tend to be stultifying and based on rote learning, increasing the boredom and resistance factor among pupils</li></ul>
Access		
<b>Access:</b> <ul style="list-style-type: none"><li>• poor accessibility means that some pupils may have to walk ten kilometres to reach school</li><li>• this is in particular hard on young children, and has clear implications for the age at which children can start</li></ul>	<b>Cost to parents:</b> <ul style="list-style-type: none"><li>• The average household expenditure per child is US\$ 60 compared to government expenditure of US\$ 54</li><li>• This cost is made up of Tsh 2000 or about US\$ 2,5 (school fee) per child/year, plus money for uniforms, shoes, and school building repair/construction</li></ul>	
School Enrollment		
<b>Out-of-school population:</b> <ul style="list-style-type: none"><li>• some 4.2. million Tanzanian children between ages 7 and 18 are enrolled in school. 3 million are not</li><li>•</li></ul>	<b>Enrolment rates:</b> <ul style="list-style-type: none"><li>• From the <u>gross</u> enrolment rate of more than 98% in the early 1980's, the rate in 1999 was 77%</li><li>• While the national average is 57, the <u>net</u> enrolment rate differs from one region to another, ranging between 44 in Kagera and 78.2 in Dar es Salaam</li></ul>	

here is experience with out-of school children programmes but existing programmes reach very few children	<ul style="list-style-type: none"> <li>17% of primary school children graduate to secondary school, less for girls. Such a low rate does not provide an incentive for parents to keep their children in school.</li> <li>Only 1% of the poorest complete secondary school, while 11% of the better off do. 6% of all children aged 14-18 years complete secondary school</li> </ul>
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## Training

<b>Job market:</b> <ul style="list-style-type: none"> <li>0% of jobs in Tanzania are outside the formal sector</li> <li>00,000 youngsters come onto the job market each year while less than 30,000 jobs are created in the formal sector each year</li> <li>he informal sector is the most rapidly growing sector</li> <li>kill demands in the informal sector are low. Its expansion does not depend on a supply of skilled labour</li> </ul>	<b>Provision of vocational training:</b> <ul style="list-style-type: none"> <li>574 VET centres in the country coordinated by VETA (Vocational Education and Training Authority) serving 40,000 students</li> <li>VETA is the single largest provider of training and the coordinating body for all VET in the country</li> <li>Folk Development Colleges are run under the Ministry of Community Development, Women's Affairs and Children</li> <li>Some districts have diversified secondary schools and post primary centres</li> <li>Other ministries, government agencies, mission trade schools, and parastatals</li> <li>Private training institutions</li> </ul>
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## Employment

<b>Funding and sustainability of vocational training:</b> <ul style="list-style-type: none"> <li>osts of VET in Tanzania are generally high</li> <li>unds are mainly absorbed by student accommodation and teachers salaries</li> <li>ack of coordination by donors, either with each other, or with the institutions they fund, or with the government</li> <li>any donor supported programmes are unsustainable, e.g. support for folk development colleges</li> <li>ETA is criticized for spending on costly infrastructure instead of staff and course development</li> </ul>	<b>Relevance of training:</b> <ul style="list-style-type: none"> <li>Most vocational training in the past has been characterized by being supply driven, centralized, formal sector based, inflexible, and unresponsive to changes in the labour market</li> <li>Present VET programmes do not cater for the informal sector, but this generally requires low skill levels</li> <li>The biggest programme, VETA, does not at present target under 18s</li> <li>Job placement rates in the public sector are low, higher in the private sector</li> <li>Employers are not involved in curriculum development</li> <li>Apprenticeship scheme has not worked successfully</li> </ul>
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## Poverty and child labour

As in many developing countries, poverty is at the core of the child labour problem in Tanzania. Not only is this the position taken traditionally in the international literature on the subject, but also the view expressed by the researchers and large proportions of respondents involved in the rapid assessment and institutional/policy review undertaken in preparation for this TBP. The poor are more vulnerable to the kind of exploitation that is found in child labour, in part because poor households need the income earned by their children. In the rapid assessment study on the informal sector, for instance, more than two-thirds of the child labourers were found to be contributing to household budgets.

Available information cited by the Tanzania Interim Poverty Reduction Strategy Paper (IPRSP) and the PRSP "Draft Progress Report 2000/01" indicates that poverty is widespread and has, apparently, increased over the last decade. Preliminary analysis of the 2000/2001 Household Budget Survey suggested that 51 per cent of households were poor in Mainland Tanzania, compared to 48 per cent in 1991/1992. Even when the analysis is modified to remove an apparent bias in favour of goods not typically consumed by the poor, 43 per cent of the population fall below the basic needs poverty line in 2000/2001, compared to 38 per cent in 1991/92.



Poverty is most prevalent in rural areas, where 47 per cent of the population were below the adjusted basic needs poverty line in 2000 (42 per cent in 1991/92). Widespread rural poverty may be attributed to factors such as limited human capital, inadequate investment in physical infrastructure and undeveloped financial services, including lack of access to credit. In recent years, the collapse of agricultural cooperatives, deteriorating rural terms of trade, and lack of reliable markets for farm produce have also been important contributory factors. Income poverty in rural areas comes on top of deprivations arising from lack of state-provided infrastructure such as potable water, electricity and roads.

Poverty levels in urban areas are also very high, especially outside of Dar es Salaam. Moreover, as in rural areas, the incidence of urban poverty appears to have increased significantly over the last decade, in towns other than Dar es Salaam. In 2000, 32 per cent of the urban population outside the capital were below the adjusted basic needs poverty line, compared to 25 per cent in 1991/92. Corresponding figures for Dar es Salaam are 13 per cent and 6 per cent, respectively. As might be expected, the urban poor tend to be concentrated in the informal sector.

Poverty is higher among large households, with early marriage and high fertility often combining with child labour to create a vicious cycle of poverty. A core issue is schooling, or rather the lack of it. Not only are the poor more likely to be illiterate, but, also, the illiterate are also more likely to be poor. Declining levels of school attendance (and school quality) imply the continuing predominance of unskilled low-wage jobs in the economy, which is both a reflection of wide-scale poverty and, at the same time, a factor in the slow progress made in reducing poverty. There is also a gender dimension to poverty, as women are poorer than men, at least on account of owning fewer assets (including land and livestock), being less educated, and having fewer opportunities for wage employment. Women also tend to be at a disadvantage with respect to access to financial services, including credit. On the whole, female-headed households are likely to be more vulnerable to child labour than households where children live with both parents. Family break-up (from divorce or from the death of one or both spouses) is one of several events to which the poor tend to be more vulnerable than those who are not. Others include protracted or severe illness, the vagaries of the weather (floods, drought), and war (e.g., refugees). All these events destabilize the household economy, as do negative changes in the macroeconomic environment, including rapid inflation. Vulnerability arises mainly from the fact that poor families often lack savings or the ability to borrow. Child labour is often a means for the poor to cope with income shocks.

The HIV/AIDS pandemic is affecting every community in Tanzania, including teachers and farmers, health care personnel and agricultural employees, forcing families to send their children into the labour force. According to UNAIDS, 1.5 million people are now believed to be infected in Tanzania. That is nearly 5 per cent of the country's total population.

#### *Macroeconomic performance and child labour*

The long period of economic stagnation made it difficult to sustain earlier gains in sectors such as education, to develop economic infrastructure (especially in rural areas), or to generate sufficient growth in productive employment, in the face of rapid increases in the size of the labour force. It also contributed to the distortions that necessitated recent structural adjustment programmes, with painful measures such as formal sector retrenchment and cost recovery in education and health. These trends certainly contributed to high unemployment, worsening poverty and greater constraints on the public provision of social services, and thus the deterioration of the child labour situation.

While economic growth has been inadequate to permit the accumulation of resources for investment in physical and human capital, the demand for basic services has grown rapidly in the face of high fertility and rapid population growth. The impact has been most evident in the education sector and on the labour market.



### *Labour demand determinants*

Demand for child labour in Tanzania is related to the undeveloped nature of the labour market and the low level of technology generally employed in production, hence to low labour productivity. A well-functioning labour market should equalize effective wages (wages adjusted productivity), making child labour no cheaper than equivalent adult labour in real terms. However, as indicated in several of the Rapid Assessment studies, child workers tend to be paid considerably less than adults. In addition, child workers tend to be easier to exploit than adult workers because they are more docile and/or have weak bargaining power.

Demand for child labour is also high because of weak institutions, which result in the poor enforcement of relevant laws, despite the existence of policies on compulsory education and minimum age for employment. Thus, employers of child labourers probably benefit by paying low wages, because they can get away with it. Furthermore, even where the child worker may be above the minimum age, the issue of hazardous work arises because of the absence of adequate industrial safety measures, again a factor closely linked to the issue of weak enforcement.

Undeveloped labour markets also make it attractive for parents who own land (or other traditional assets such as livestock) to use children as unpaid family labour. A similar situation exists in the urban informal sector, where the use of unpaid family labour also tends to be frequent. As well, some forms of adult work (e.g. domestic work) tend to give rise to children, particularly girls, having to stay at home to undertake housekeeping duties in place of working adults.

An additional factor relevant to this discussion, with regard to both the supply and demand sides of the child labour market, is the value traditionally attached to child work in the process of socialization. This role, however, needs to be clarified against the priorities commanded by education and the private and social returns associated with it (once the quality issue is resolved), and against evidence regarding the consequences of the worst forms of child labour.

#### **1.3.3. Sectors Associated With the WFCL**

##### *Defining the worst forms of child labour in Tanzania*

In principle all sectors involving child labour have children performing activities that are invariably detrimental to the children's physical, social and psychological development. The hazards to which working children are exposed include: long working hours, with heavy workloads; exposure to extreme climatic conditions; contact with poisonous pesticides and other agrochemical; sexual abuse and high probability of being infected with Acquired Immunodeficiency Syndrome (HIV/AIDS) and other sexually transmitted diseases (STDs); low or no payment; as well as neglect and abuse.

During the National Round Table on the WFCL in Tanzania children in prostitution, domestic service, mining, commercial agriculture and the informal sectors were selected as priority target groups for the TBP initiative. There is broad consensus that these sectors harbour some of the most intolerable forms of child labour but that additional research and consultations will be required to develop a more comprehensive overview of the WFCL in the country. Given the illegal and hidden nature of the selected sectors it is impossible to come up with accurate estimates on the magnitude of the problem, but results of the rapid assessments and the multi-round national child labour survey suggests that the problem is substantial and widespread. **Box 4** below provides a short overview of the location, magnitude, characteristics, constraints and challenges of child labour in the selected sectors. Details on the severity of the problem are provided in the severity index<sup>1</sup> presented in **Box 5**.

While the orientation and sensitisation workshops in selected regions on TBPs and the subsequent rapid assessment studies were helpful in identifying sectors where children are involved in the WFCL, two major information gaps still remain that could further improve our understanding of the nature, spread and dynamics of the WFCL.

The first issue is to determine what the other WFCL are. In this regard hazardous work in its broadest sense poses the greatest challenge and yet this is where many children may be engaged. A hazard may be defined as the capacity or the potential of an object, substance or condition to produce a particular type of adverse effect to a person or groups of persons. Hazards are generally classified into four types: physical, chemical, biological and ergonomic<sup>2</sup>. In addition safety concerns such as accidents, injuries, falls, and slips may also be considered a separate classification of hazards. Such hazards may be further categorized according to the elements of occupational health, namely the worker, the task, the work environment and the tool or equipment, for easier delineation of control measures or preventive programmes.

Convention No.182 leaves the final determination of what is hazardous to national laws or regulations or competent authorities, but stipulates that the determination process should be based on tripartite consultation. The process of defining hazardous work is country specific, and normally involves establishing a list of industry and occupations to be totally banned for children and young workers because of their hazardous nature.

The second issue is the need to establish which particular type of the WFCL is more prevalent in one region/district compared to others and how the causes/effects differ from one region/district to another. This could be done through a mixed approach using data from the following:

- Regional and district level Child Labour Surveys on the proportional distribution of working children in the WFCL and in particular hazardous working environment;
- Location profiles identifying the key variables in respect to the activity and community, children and education,
- Mapping all areas/districts in the country where similar activities are carried out
- Analysis of the impact of the various variables/indicators on the probability of a child being engaged in the worst forms.

#### **1.3.4. Child labour as assessed by the working children themselves**

Child victims of labour exploitation are keenly aware of the causality behind their exploitative situations as well as the kinds of collective efforts that need to be made to end their exploitation. The TBP concept is therefore not unfamiliar to them. In a 1.5 day interactive child consultation convened by 3 IPEC implementing agencies<sup>1</sup> in mid-April 2001, as many as 120 ex-working children and child labourers engaged in prostitution, domestic service and commercial agriculture came together from around Tanzania to discuss their problems and outline recommendations to key stakeholders to address their situations.

Three questions were posed to the children about their situations. The children addressed these questions in small groups of 12 and then shared them with all the child participants. Their responses led to one collective statement read out at the National Round Table by a former child prostitute nominated by them to be their representative/spokesperson.

#### **Box 3. Collective recommendations of children**

Key Stakeholder	Recommendations
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Children	<ul style="list-style-type: none"> <li>• life, the WFCL, and dropping out of school;</li> <li>• and child labour at the family and village level;</li> <li>• designing programmes within their communities to eliminate child labour</li> </ul>	<ul style="list-style-type: none"> <li>Should know about the effects of city</li> <li>There should be forums on child rights</li> <li>Should be involved in planning and</li> <li>Should know more about children's</li> </ul>
Parents	<ul style="list-style-type: none"> <li>• rights and gender issues;</li> <li>• needs such as love, education, health and protection;</li> <li>• should not get divorced</li> </ul>	<ul style="list-style-type: none"> <li>Should provide children with their basic</li> <li>Should not have more children and</li> </ul>
Religious Organizations	<ul style="list-style-type: none"> <li>• should continue to provide moral guidance and counselling</li> </ul>	<ul style="list-style-type: none"> <li>Must address child labour and provide</li> </ul>
Journalists	<ul style="list-style-type: none"> <li>• information on services to those affected;</li> <li>• experiences, not just on beauty contests and sex</li> </ul>	<ul style="list-style-type: none"> <li>Should write about child labour</li> <li>Should provide counselling to children</li> </ul>
NGOs	<ul style="list-style-type: none"> <li>• taken out of child labour;</li> <li>• rights, alleviate household poverty, take children out of child labour and rehabilitate them</li> </ul>	<ul style="list-style-type: none"> <li>Should come together to promote child</li> </ul>
Government	<ul style="list-style-type: none"> <li>• access to an education that is relevant;</li> <li>• children's labour</li> </ul>	<ul style="list-style-type: none"> <li>Should ensure that all children have</li> <li>Should punish those who exploit</li> </ul>
ILO-IPEC*	<ul style="list-style-type: none"> <li>• ensure that C. 182 is implemented;</li> <li>• school fees;</li> <li>• and STDs;</li> <li>• training and counselling centres;</li> <li>•</li> </ul>	<ul style="list-style-type: none"> <li>Should work with the Government to</li> <li>Where possible, assist with payment of</li> <li>Assist in the campaign against HIV/AIDS</li> <li>Increase the number of vocational</li> <li>Draw up a policy to abolish the WFCL.</li> </ul>

- \* While the statement specifically referred to ILO-IPEC, it is safe to assume that the children were referring to the donor community in general.

The first part of the child consultation focussed on the fundamental question of why children enter into the WFCL. The children cited the following as causes for exploitative child labour: poverty at the household level, lack of education, death of parents, irresponsible parenting, gender discrimination, large family size, lure of wealth, and peer pressure. The second session asked children to identify the problems they face as child labourers. The children noted that child labourers are sometimes beaten by their employers and exposed to physical injuries at work; denied wages; forced to work long hours; and sexually abused. Therefore, they agreed that child labour affects their normal and healthy development. Finally, the children were asked how they think their situation could be changed for the better. Their collective recommendations for the elimination of the WFCL targeted key actors such as their parents, other children, ILO, NGOs, the media, policy makers and the government (**see Box 3**).

At the end of their collective statement, the former child labourers made an urgent call for action stating that children are hopeful that all the above on child labour will not only end in papers but will really stop other children from entering into child labour<sup>1</sup>.

#### Box 4: Overview of selected WFCL in Tanzania

Sector	Location by region (as identified during the NRT)	Estimated magnitude	Description of problem	Constraints / Challenges (as identified during the NRT)
<b>Children in prostitution</b>	Dar es Salaam (Kinondoni, Ilala); Towns: Arusha, Mbeya, Mwanza, Morogoro, Singida, Songea, Dodoma, Tanga. Major highway junctions: Karatu, Makambako; in mining sites, Sources: Singida, Ruvuma, Iringa, Morogoro, Dodoma, Mtwara	Studies carried out in key locations in four regions - Ruvuma, Mwanza, Dar es Salaam and Singida - interviewed 250 children in prostitution. In Kinondoni alone, it was estimated to have between 450-500 children. In <u>all the four regions</u> studied, the number of children engaged in prostitution may well be between 2000-3000 children. An estimate at national level however cannot be made based on these figures.	Child prostitution is categorized as one of the absolute WFCL in Convention 182. Recent studies suggest that the problem is on the rise in Tanzania especially in the high density urban and suburban areas. Girls as young as 9 years from impoverished regions get involved in prostitution, often as the only alternative for their survival. While poverty is perceived as the main cause (70% of respondents) other factors that act as triggers include little opportunity for education, peer influence, family breakdown and abuse, the lure of the city and dreams of a better life. Apart from battering, violence, harassment, unwanted pregnancies and the like these children also face a very high risk of HIV/AIDS and other sexually transmitted diseases.	<ul style="list-style-type: none"> <li>• finding alternative sources of income</li> <li>• invisibility &amp; mobility</li> <li>• sensitivity</li> <li>• high demand</li> <li>• outreach to the children</li> <li>• capacity of organizations to reach children</li> <li>• deep-seated practices, behaviours among certain groups</li> <li>• rehabilitation and behaviour change for children and clients</li> </ul>
<b>Children in domestic service</b>	Dar es Salaam; Towns & rural areas: Singida, Arusha, Mwanza, Iringa, Mbeya, Dodoma, Zanzibar. Sources: Iringa, Singida, Dodoma, Kilimanjaro, Morogoro, Kondo.	It is estimated that up to 813,000 children aged 5-17 are providing domestic services. Out of these, the most vulnerable and at risk are 132,000 who work outside the family. Moreover almost half of them (65,400) are not in school. A conservative estimate would therefore be that up to 132,000 children at national level are at risk from the WFCL in domestic service.	Many girls aged between 9 and 15 years migrating from rural to urban areas are employed mostly by working and middle class families as domestic servants popularly known in Tanzania as "house girls". Although this is a less visible category of child labour, this sector also breeds some forms of WFCL, given the nature of the working environment which is characterized by isolation and long working hours hence leading to psychological trauma. Many children in this sector work between 14 - 18 hours a day. It is also true that many are not properly paid as some employers charge for the food and accommodation given to the children. Sometimes payment is only done in kind (e.g. second hand clothes). Information also exists concerning sexual abuse by employers or their relatives of domestic servants. Consequently there is a high incidence of AIDS-related death among domestic workers.	<ul style="list-style-type: none"> <li>• relative invisibility of child domestics</li> <li>• lack of alternatives</li> <li>• high demand &amp; high supply</li> <li>• lack of rights awareness</li> <li>• hanging public &amp; employers' attitudes</li> <li>• reaching both children and employers</li> <li>• enforcement of legislation</li> <li>•</li> <li>•</li> <li>•</li> <li>•</li> <li>•</li> <li>•</li> </ul>

<b>Mining sector</b>	Arusha - Mererani; Tunduru; Geita; Chunya; Simanjiro; Kahama; Lindii; Kigoma; Mbinga; Morogoro - Mkuyuni, Rural; Tunduru; Nzega; Rungwa.	Studies of child labour in three mining villages in the district of Chunya, Geita, and Tunduru was able to directly interview 120 children. In Chunya (Mlimanjiwa vilage) up to 117 children were observed to be working on the mining sites. It estimated that children involved in these three mining villages districts range from 270-450. The preliminary results of the 2001 Labour Force Survey estimate the number of children aged 5-17 in the mining sector at national level to be 2,300. However, only one enumeration area with mining was included in the Labour Force Survey explaining this very low figure. According to the Ministry of Natural Resources there are 450,000 people working in the mining sector in Tanzania. If we assume that the Labour Force Survey provides a good description of the relative terms (percentages) we can estimate between 40,000 and 100,000 children to be working in the mining sector.	Following the 1998 Mererani (Arusha) incident where many people, a majority of whom being children were buried underground due to a landslide there has been a growing concern about the involvement of children in the small scale mining sector. While many of the children attend primary school (up to 70%) and often work to earn money to cover school fees and expenses, school attendance is irregular and performance weak. Research findings also showed that a majority of those working full-time originated from female-headed household or were orphans. Mining activities include digging and ferrying of gold ore and mud from pits and carrying loads. As an inherent hazardous sector risks include mercury poisoning, lung-related diseases and injuries and death due to collapsing roofs of lateral pits. The sector is mainly male dominated but young girls can be found as barmaids and cooks in restaurants and bars catering to the miners. In mining sites, the interaction between children and adults lead to children becoming susceptible to sexual abuse hence the high risk of being infected with HIV/AIDS and STDs. The combination of all these factors put child labour in this sector squarely in the category of the WFCL.	<ul style="list-style-type: none"> <li>• physical danger to those intervening</li> <li>• getting cooperation of small miners</li> <li>• ability</li> <li>• high demand</li> </ul>
<b>Commercial agriculture</b>	Urambo, Iringa, Songea Rural, Tabora, Kasulu Tanga, Iringa - Mufindi, Mbeya - Tukuyu, Kagera, Loshoto, Muheza, Arusha, Mbinga, Kilimanjaro, Mbeya, Kagera, Karatu, Arumeru, Bukoba Rural, Monduli, Kilimanjaro, Mtibwa, Kilombero, Kagera	Based on the results of the Labour Force Survey a total of 82,850 children aged 5-17 years are estimated to be working in commercial agriculture (tea, tobacco, and coffee).	In the agricultural sector the WFCL can be found in the commercial plantations such as tobacco, tea, coffee where girls and boys, aged between 10 and 15 years, work under hazardous conditions. Apart from exposure to dangerous chemicals children working in this sector also face a harsh working environment of long working hours often in severe weather conditions, exposure to physical injury or being bitten by snakes. It is also true that many of the commercial farms are located away from the community residential areas and therefore children living and working in such facilities have little if any chance of attending school; as there are no schools within the vicinity of many of the plantations.	<ul style="list-style-type: none"> <li>• getting employer cooperation</li> <li>• organized, semi-bonded labour</li> <li>• trafficking</li> <li>• lack of alternatives</li> <li>• subcontracts circumvent child prohibition</li> <li>• parent's need of child assistance</li> </ul>

### Box 5: Severity index

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Action to address Child Labour in Tanzania started as far back as the colonial era. In 1955, the Government of Tanzania through the Ministry of Labour passed the Employment Ordinance Cap. 366 which among other provisions prohibits employment of children. It is only in the last decade however that a more comprehensive effort to tackle the problem has emerged.

**Box. 6: Important Landmarks in Tanzania facilitating efforts to eliminate Child Labour**

- Formation of the Ministry responsible for Women and Children Affairs in 1990. The Ministry developed a National Policy on child development which among other things takes care of the UN Convention on the Rights of Children.
- National Summit on Children Survival, Protection and Development in June 1991 the resolution of which provided the current policy framework for the National Programme of Action for the goals for the Tanzanian children in the 1990's.
- Signing of a MOU between ILO and the GOT in March 1994 to implement child labour programmes.
- Ratification of the ILO Minimum Age Convention No.138 in 1998.
- National Employment Policy - 1997.
- Draft National Child Labour Policy which will guide the various actors in designing and implementing child labour interventions and provide a framework for coordinated action (2001)
- Tanzania's expression of interest and political commitment to formulate a TBP for the elimination of the WFCL (March 2000).
- Recognition by stakeholders and policy makers that child labour is one of the major areas of concern to be reflected in the Country's Poverty Reduction Strategy Paper (PRSP) - 2001

*The legal context*

The general prescribed minimum age is 12 years, while that for admission to work in "industrial undertakings" is 15 years<sup>1</sup>. An age limit of 15 years equally applies to employment in any undertaking in attendance or in the vicinity of any machinery, or in open-case workings, or in any sub-surface workings which are entered by means of a shaft or adit. Under Section 77 (3) of the Employment Ordinance the Minister can *in the short term* prescribe a higher minimum age, but so far this option has not yet been put to use<sup>2</sup>.

Tanzania has signed a number of International Conventions that have bearing on child labour, including the International Convention on the Rights of the Child (1991), ILO Convention No 138 (1998) and is about to complete the ratification process of Convention No 182.

*Enforcement and monitoring*

To enforce the law, Section 9 of the Ordinance empowers the Labour Commissioner, Labour Officers and Labour Inspectors to enter and inspect any place including private dwellings where they believe that any employee is housed or employed. Legislation is only effective if it is enforced ; and enforcement is only effective as a preventive measure if the penalties imposed are adequate to deter offenders. Currently offences against the Employment Act forbidding the employment of children, attract only a minimal fine of 5000TSh (or approx. US\$6.25). Labour officers and inspectors, not the police, are the persons responsible for identifying children working, whether legally or illegally, and for the enforcement of the

Lack of transportation to reach and inspect establishments outside their duty station further hampers the enforcement of legislation making it almost impossible to monitor agricultural areas. Hence there is a lack of reported cases at the headquarters. Poor salaries also contribute to a lack of motivation on the part of inspectors.

#### *Child labour policies and Programmes*

Since independence, Tanzania's national policies have been aimed at reducing poverty and, improving basic education, and thus can be said to have been directed against child labour. It is only in recent years, however, that an attempt to formulate a more comprehensive strategy and policy framework has been made. A Child Labour Elimination Policy (CLEP) is currently being developed under the leadership of the MLYDS. According to the draft version, its overall objective is "to prepare a conducive environment for human resources development and elimination of child labour in the country through provision of a national framework to guide implementation of the various programmes and activities by the social partners and stakeholders". Its specific objectives are to establish a mechanism to "coordinate the implementation of policies related to child rights and child welfare; to strengthen the capacity of social partners in implementing effective child labour interventions; to ensure full participation of the communities in child labour interventions; to mainstream gender issues into all child labour programmes; and to enhance poverty eradication". The areas highlighted for priority are child labour in commercial agriculture, domestic service, mining, prostitution and fishery.

Recognized gaps in the current draft, that could be addressed through an operational programme framework for coherent action against child labour and specifically the WFCL, include : i) the lack of clear definitions and explicit goals, including statements on what ages, and what types of employment are acceptable/unacceptable, what standards of provision are necessary etc; ii) lack of tailoring of the policy to the needs of extremely vulnerable groups (e.g children in prostitution and domestic work); iv) clear identification of links with other policies and ongoing programmes (particularly the PRSP) and; v) actual responsibilities and mechanism for coordination.

#### *Education policy*

Recognizing that education plays a major role in strengthening human capabilities and reducing poverty the Government has accorded education a high priority in the PRSP<sup>4</sup>. Other instruments to plan improvements in education relevant for the period envisaged by the TBP include the Basic Education Master Plan (BEMP) and the Education Sector Development Programme (ESDP). Significant improvements planned include a capitation grant of US\$10 per child per year to be introduced from January 2002; the introduction of grants for building and classroom improvement on a per capita basis at approximately \$400 for an average school per year; and the abolition of parent fees of Tsh 2000 per child per year. Moreover it is planned that school micro-planning and management should devolve below the district level to schools themselves with greater involvement of parents. One important challenge to a programme aimed at combating child labour will be the government's objective of extending transitional educational facilities for out-of-school children from the current level of 1,500 children to 650,000 by 2005.

In the area of vocational training, VETA aims to make VET from 2001 more demand driven,



18 are not in school out of a total of 7.2 million (41.6%). This proportion will get worse with natural population growth. If some improvement in the educational system is achieved, one can envisage a reduction in the numbers of children not attending school by a factor of perhaps 10%. This still leaves 2.9 million children not in school on present population figures. The plans to reach the out-of-school population are also problematic. Currently there are only two small programmes in place targeting the out-of-school population. These are the Complementary Basic Education and Training Programme (COBET) and the Appropriate Cost-effective Centres of Education within the School System (ACCESS). At present, COBET and ACCESS only reach about 3-4000 children per year. Plans to extend out-of-school education to 650,000 children by the year 2004 are based on an expectation of major new donor commitments and a very rapid increase in training capacity.

#### *Community based safety nets*

In Tanzania more than 80% of the working population do not benefit from any form of social protection. By not having access to social security schemes and in particular health protection the informal sector workers become extremely vulnerable when confronted with sickness and poor health that demand medical treatment. In such crisis situations the only available option to families is often to take children out of school and put them to work. The government of Tanzania has been pursuing a number of approaches to protect the poor from adverse economic situations, but its ability to extend social protection services including health protection to the informal sector workers remains limited.

#### *Governance*

The role of the state in Tanzania has changed dramatically over the past thirteen years. The government has shifted from being an engine of growth and provider of all services, to being a facilitator of growth, a standard setter, and a provider of services that must be kept in the public domain. Decentralization, which devolves political decision making powers, resources and accountability to the local level, is one of the most significant reform processes. Compared to the sectoral reforms with their vertical focuses and structures throughout the country, local government reform is a process which addresses issues of participation, transparency and accountability at the district level. As such it enhances the involvement of stakeholders in the decision making process.

Implementation of the Local Government Reform Process (LGRP) began in 1999, with about a third of all districts participating. Under the reform, city, municipal, town and district councils will be democratically elected. They will be fully responsible for social development, maintenance of law and order, service delivery in education, health, water, roads and agriculture. Financial support to local governments will be provided through block grants, based on the cost of delivering minimum standards of services. As part of the LGRP process, district level micro planning and analytical tools such as district poverty monitoring systems, are being developed.

#### **1.4.2. ILO partnerships and collaboration**

In 1990, the Government of Tanzania requested assistance from the ILO to develop a strategy for tackling child labour. Tanzania's efforts to combat child labour started with the introduction of the IPEC programme following the signing of the MOU between the Government of Tanzania and the ILO in 1994 with the following broad objectives:

Since 1994, IPEC Tanzania has played a key role in assisting the Government and other social partners, which include trade unions, NGOs and employer organizations to design and implement specific action programmes aimed at the protection of working children and the elimination of child labour.

ILO-IPEC Action Programmes have focussed on capacity-building and direct action:

- Identify and analyse the child labour situation within the framework of ILO Convention No. 138;
- Design short- and long-term strategic interventions for protection, prevention and the withdrawal of working children from exploitative and hazardous work sites;
- Rehabilitation and provision of alternative life opportunities for former working children;
- Public awareness raising, with a particular attention to the:
  - Nature and magnitude of the problem
  - Negative effects of child labour
  - Possibility for improving the situation
- Community mobilization and information campaigns to promote the understanding of the problem and sense of ownership with the view to stimulate community based intervention for a sustainable campaign against child labour.

Interventions by IPEC partners begin with community mobilization. Local communities and community-based organizations have analysed the causes of child labour and developed solutions to the problem with those directly affected by it. Grassroots Child Labour Committees composed of parents, employers, trade union members, teachers, local leaders and NGO representatives have been formed to identify children who are not attending school and take measures for prevention and withdrawal of children from work. Some have been successful in making the elimination of child labour an integral part of the District development plan. Trade Unions have been instrumental in formulating bye-laws at District level and signing agreements with employers to regulate conditions of employment for minors above the minimum age.

A change of attitude towards child labour being the key to its elimination, programmes supported by IPEC have an important component of awareness raising. The *Kiota Women's Health and Development (KIWOHEDE)*, an IPEC partner has created a theatre group of children withdrawn from prostitution that performs drama, songs and dance to provoke discussion in public about the issue. The *Conservation, Hotels, Domestic and Allied Workers Union (CHODAWU)* has campaigned against the widespread practice of child domestic labour by using drama in primary schools, producing posters, organizing demonstrations and marches, having working children give testimony at various meetings and events.

At national level, IPEC has supported a project of the *Department of Information Services, Prime Minister's Office*, to encourage the media to publish articles and transmit radio and TV programmes on the subject of child labour every week. An inter-agency media consultative team has been formed that plans and reviews publications and programmes regularly. This has been an excellent means of raising awareness on a large scale about the negative consequences of child labour.

IPEC Tanzania through a Norwegian funded regional programme on Action Against Child Labour through Education and Training has also worked with teachers and their organizations to use education as a tool for creation of awareness on child labour issues, strengthening the

Zambia) participating in a USDOL funded subregional project (2001-2004 ) on the prevention, withdrawal and rehabilitation of children engaged in hazardous work in the commercial agricultural sector in Africa. In Tanzania the project will target the worst forms of child labour in the tobacco and tea sectors through a package of interventions including capacity building, prevention, as well as withdrawal and rehabilitation. Specific interventions will include the situation assessment of worst forms of child labour on individual farms/estates in the selected districts, the withdrawal of young and vulnerable children from hazardous child labour and their reintegration in schools and training centres and the provision of micro-credit for income generation to poor, child labour -dependent parents and households.

The overall IPEC experience shows that the successful and effective withdrawal of children from work is dependent, to a large extent, on careful and systematic prior planning. This planning should involve all the parties concerned, i.e. the targeted children, parents, teachers, employers and community leaders. Children's participation and involvement in deciding on the available alternative opportunities has proved to be an essential aspect of the withdrawal exercise.

There has been increased collaboration and networking on child labour issues both within the IPEC country programme framework and between the IPEC implementing agencies and other stakeholders organizations. This is making it possible for programme activities to be implemented in a more coherent, systematic and complementary manner, hence enhancing the prospects for increased effectiveness.

A significant achievement has been the resultant broad range of actors, which do not include IPEC partners, agencies and collaborators on child labour: these actors are NGO networks, media institutions, local community leaders, parent groups and other civic organizations. This in effect means that the IPEC in Tanzania has succeeded to put in place both at the community and institutional-policy making levels, self-propelling initiatives to combat child labour.

#### National partners

The ILO-IPEC's strength in leading the fight against child labour lies primarily in the ILO's tripartite structure, the key partners here being the governments, employers and workers organizations. NGOs and CBOs are also close partners as they form a broad-based alliance at the local and international levels. The broad-based sectoral activities through partnership and networks has enabled ILO-IPEC to demonstrate impact through new and innovative programmes.

Positive measures towards preventing the WFCL have been initiated in close collaboration with Association of Tanzania Employers. These include raising awareness of the plantation owners and employers on the consequence and negative aspects of child labour and the subsequent enlisting of their support in programme activities to prevent child labour on plantations.

Sectoral trade unions have been able to initiate local community actions to prevent child labour and to withdraw children from hazardous work sites through collective bargaining arrangements with employers and dialogue with community leaders.

Other related ILO activities

the progressive elimination of child labour. Along with action research to identify the economic sectors and characteristics of women's employment and other contextual factors that positively or negatively affect child labour, the project outputs will include awareness raising modules and guidelines on critical factors to be considered in policy, and programme design and monitoring. The overall impact of the project will be the progressive reduction of child labour in the country and the improvement of women's employment, in both qualitative and quantitative terms.

#### *Jobs for Africa:*

Tanzania is among 17 African countries implementing a joint ILO/UNDP funded regional project titled " Jobs for Africa -. Poverty Reducing Employment Strategies for Africa" (JFA-PRESA). The project has been designed to implement an investment-led strategy for employment creation and poverty reduction in Africa. The project is expected to reinforce, support and enhance ongoing and planned national projects and programmes in the areas of employment generation and poverty alleviation by contributing to capacity building at national level, with a view to promoting and implementing investment- led economic growth strategies. Under the project, Tanzania has carried out a study on Poverty Reducing Employment (IPRE), aimed at providing insights into poverty reducing employment policies. The outputs of the IPRE studies have served as major inputs in the preparation of the Tanzania Assistance Strategy Chapter on Poverty Reduction and Employment.

#### *ILO-STEP:*

Both the Government and the NGO community in Tanzania are seeking ways to improve their often fragile social protection schemes to the excluded. The response from ILO's side comes through its global programme STEP ' Strategies and Tools against Social Exclusion and Poverty' which looks at ways to promote the extension of social protection to women and men in the informal economy. STEP aims to bolster the confidence of the excluded so that they realise that not only are they entitled to seek basic human security and universal and equitable access to social protection services, but that they also have the ability. ILO STEP has developed an important knowledge base on the support, training and follow-up of micro-health insurance schemes in Africa. Also in Tanzania, STEP is starting a joint project with UNFPA to strengthen by means of micro-insurance schemes and access for all to quality health care.

#### UN Agencies and International Organizations

Collaboration with UN agencies and International Organizations is increasingly contributing to a positive impact in the ILO-IPEC programme. UNICEF and ILO-IPEC have together assessed child labour situations and formulated common intervention measures which have made it possible to reach more target groups and stimulate community level action against child labour in six districts in southern regions in Tanzania with high incidence of child labour.

ILO and UNICEF have jointly developed a rapid assessment field manual, a tool for use in undertaking qualitative research surveys and provide data to assist in child labour-based programming issues. This adds to substantial inter-agency efforts for the development of sector and thematic focussed modules for future research efforts.

#### **1.4.3. Other development Partners**

- Child Survival, Protection and Development (CSPD) funded by UNICEF
- District Rural Development Programmes in 14 districts funded by RNE
- Institutional Support to the Ministry of Labour and Labour Law Reform funded by DANIDA
- Tanzania Social Action Trust Fund funded by World Bank
- Appropriate Cost Effective Centre for Education within School Systems and Functional Adult Literacy - ACCESS implemented by Action Aid
- Adolescent Sexual and Reproductive Health focusing on HIV/AIDS in 26 districts by UNFPA
- School Feeding Programme WFP
- Small Entrepreneurs Loan Facility funded by the African Development Bank
- Capacity Development of District Councils and NGOs funded by USAID
- Civil Society Programme funded by UK-DFID and implemented by Care

## 1.5. Problem identification

### ***1.5.1. The broad policy framework for TBP***

As explained in section 1.3. an analysis of the supply and demand factors underlying child labour is essential for understanding the problem and for designing appropriate measures for its elimination. In summary, child labour occurs because people (children, but often their parents or other adults, including, in some cases, agents such as traffickers) decide to provide labour against monetary wages or for payment in kind, and there are others willing to make use of such labour. The “transaction” occurs even though it may be against the law, because of one or more of the following:

- Work has traditionally played an important role in the socialization of children. The traditional value of work is often misused by unscrupulous intermediaries and employers to lure children into situations of exploitation that have no educational value and that seriously impair the child's development. Parents often consent to such employment, naively believing that all work is in the interest of the child and will prepare him/her for gainful employment in future.
- Income from the child's work is deemed crucial for his/her own survival or that of the household; hence the opportunity cost of education is high. “The impact of the HIV/AIDS pandemic, which tends to affect young parents, has further aggravated this problem. The death of breadwinners or the inability to work due to illness creates severe hardships for children. No traditional extended family safety net can take care of such a huge burden”<sup>1</sup>. Given the widespread nature of absolute poverty, this may be a major cause of the high incidence of child labour in Tanzania.
- No worthwhile alternatives are seen for the child's time, mainly because educational opportunities are limited, the quality of education is poor, and/or the private rate of return is perceived to be low. Not surprisingly, therefore, some parents and children consider education useless, and prefer instead to make an early entrance into the unskilled labour market<sup>1</sup>. Again, popular assessments of the Tanzanian education system indicate that this is a real problem.

- For some categories of work for which minimum age legislation could be met, there are no occupational safety and health measures, or existing measures are not adequately enforced.
- For a variety of reasons, including the predominance of low-skill production techniques, poorly functioning labour markets, lack of access to credit and other financial services in the rural and informal sectors of the economy, low wages for child labour, and the poor enforcement issues raised above, employers find child labour attractive.

These factors by themselves suggest the broad policy approaches that are needed to address the problem, but which are either not in place or not linked sufficiently to provide a holistic approach to the elimination of the WFCL.

**First**, there is the need to increase the supply and demand for education by addressing the access and quality issues. Besides improving school infrastructure, the relevance of course content and the quality of teaching, the inability of many poor households to afford the direct costs of even basic education also need to be addressed. Actions in this regard will modify the incentives for work, and it is encouraging that several of the relevant issues (infrastructure, quality, relevance, cost-recovery) will be addressed within the framework of the PRSP and the education master plan. Besides these, *a programme of non-formal/transitional education and special vocational training schemes are needed to cater for the needs of child labourers and school drop-outs in general.*

**Second**, for many poor households the opportunity cost of education will have to be reduced by efficiently targeted poverty reduction interventions. A first step in this direction is the *assessment of the nature of poverty among the most vulnerable groups* and the identification of appropriate measures. Poverty reduction measures, however, need to be designed and implemented within the framework of macro-economic policies that are conducive to economic growth and equitable income distribution, along with complementary measures for rapid growth in productive (skill-based) employment. Again, it is encouraging that macro-economic stability features prominently among the goals identified in the draft PRSP. However, it is essential to adequately recognize the centrality of child labour to the persistence and transmission of poverty, and see its elimination as a priority within the framework of the PRSP. This implies, among other things, considering the elimination of child labour as an important strategy, *integrating it into the programme's indicators, and ensuring the inclusion of child labourers and their families as a major target group in poverty alleviation programmes.*

**Third**, while making education attractive and enabling for the poor to afford it, simultaneous efforts need to be put into place to *protect the rights of the child by implementing the Education Act, minimum age legislation and measures regarding hazardous work, in line with Conventions No.138 and No.182 as well as broader occupational safety and health requirements.* Policy reform and a enhanced enforcement need to be complemented with *awareness creation* on the consequences of child labour, particularly the worst forms, and *social mobilization* in support of their elimination. This requires the involvement of local communities in the design and implementation of programmes that aim to make their area free from the worst forms of child labour. The diffusion of information through national media about success stories at the local level will encourage the replication of good practices and

educational quality, the specific needs of parents and children from (income-poor but) asset-rich households must be addressed. For such households, *improving the expected benefits of schooling* implies, among other things, the introduction of reforms that increase the relevance of curricula content for the local economy. For example, in rural areas, education needs to be seen as bringing about perceptible productivity increases in both farming and non-farm activities. Also relevant for large sections of this group is the issue of *adapting the school calendar*, to the extent that this is possible, to suit the needs of the local economy.

**Finally**, there is a need to address the socio-demographic and gender dimensions of the child labour problem, including family size issues and the implications of the increasing incidence of orphanhood due to AIDS<sup>2</sup>. For instance, synergies between child labour interventions, primary health care programmes, and targeted initiatives in the education sector ought to be exploited.

### **1.5.2. The need for targeted interventions to support highly vulnerable groups**

A number of ongoing and planned development interventions at national and local levels have the potential, particular if they are more sensitive to the issue of child labour, to contribute to the creation of a favourable environment for the elimination of the WFCL. As noted above, policies and programmes being implemented within the framework of the PRSP [and the longer-term National Poverty Eradication Strategy] and the Education Master Plan will address several of the weaknesses identified in the education system. These and planned improvements in economic performance should help increase effective demand for schooling. The attainment of higher GDP growth rates is expected to contribute to the reduction of poverty levels. Specific poverty reduction measures such as infrastructure development schemes under the World Bank funded Tanzania Social Action Fund (TASAF) and similar projects, and micro-finance and small enterprise development projects being undertaken by a number of donors will play an important role in this process.

However, general improvements anticipated in education, health and other social sectors, and, in the longer term, improved conditions for employment and output growth, will not by themselves automatically bring about the elimination of child labour. Specific prevention, rehabilitation and protection measures targeting households vulnerable to the WFCL will need to be put in place as part of an immediate response that will enable children and their families to benefit from the general improvements. Interventions in the past have not always been able to address the issue of WFCL both in terms of the general overall improvement and changes to education, health, social sections and employment, and in terms of targeted specific interventions; they have therefore not been able to demonstrate the need for the complementary approaches for overall sustainable impact.

The TBP will address this issue by initially focussing on a selection of sectors where significant numbers of children are known to be at risk with respect to the WFCL, gradually extending to the remaining areas as the programme develops and builds up momentum for wide scale implementation, building on the experience and knowledge gained from previous implementation. These initial sectors<sup>3</sup>, which reflect the priorities identified at the National Roundtable Meeting, are: (i) children in prostitution; (ii) child domestic workers; (iii) mining; (iv) commercial agriculture.

## 2.1 Programme approach and overall project strategy

Having participated in the IPEC programme since 1995, Tanzania has registered significant achievements in addressing the problem of child labour. This political commitment coupled with a reinvigorated endeavour to improve basic education, fight abject poverty and increase the impact of its development efforts, as articulated in both the Poverty Reduction Strategy Paper (PRSP) and the Tanzania Assistance Strategy (TAS) provide an opportunity to develop a strategic programme framework for coherent priorities and increased impact in efforts to eliminate the worst forms of child labour (WFCL).

The government has set the ambitious target of reducing the involvement of children in commercial sex, mining and abusive forms of domestic work and commercial agriculture by

**Figure 1: overall programme approach**



75% by the year 2005 and to eradicate the problem completely by the year 2010. Given the magnitude of the problem (see **Box. 4**), this will require a major effort on the part of the government and its development partners to mobilize the necessary human and financial resources. Nonetheless this target is not unrealistic within the context of other goals that have been set by the Government and its development partners.

Specific goals for 2010 in the National Development vision

2025 and the PRSP specifically relevant for child labour include, inter alia, universal primary education, a reduction of absolute poverty by 50 per cent ( current absolute poverty is estimated at 43 per cent of the population ) and the reduction of unemployment rates to less than 10 per cent (there is no reliable figure available on current unemployment rates). Government commitment and donor support towards meeting these targets are high and the anticipated debt relief associated with the HIPC initiative offers some hope that these targets may be within reach.



The major thrust of the first component of the project will be to contribute towards the creation of critical capacity and an enabling environment for effective action against the WFCL. In contrast the second component of the overall strategy will consist essentially of direct actions at sectoral, district and community levels, with a view to rapidly demonstrating results, while helping to mobilize the largest possible coalition of partners and resources for scaling up interventions.

### **2.1.1. A common platform for action**

#### *Enabling environment through a common platform for action*

Despite some favorable conditions the environment for the TBP in Tanzania is difficult, including increasing incidence of poverty and HIV/AIDS, poor performance of the education sector and deterioration of the child labour situation in general. Addressing this problem will require a broad partnership of national and international development partners to create the necessary conditions for the elimination of the WFCL. *The first stream of interventions* will therefore contribute to creating an enabling environment conducive to the elimination of the WFCL by supporting interventions at the policy and capacity level. Specifically, this project will contribute to the formulation and implementation of a *Strategic Programme Framework* (SPF) for the elimination of the WFCL which will serve as a platform of action that partners can sign up for as resources become available and commitments are reached. Working in support of the effort of the government in developing policies and programmes on elimination of child labour, the SPF will be developed as a national programme framework in the context of the CLEP. Basic principles of the SPF should include building strong linkages and collaboration with relevant activities ongoing or planned under government- or donor-funded programmes, and identifying gaps and development partners with comparative advantage in filling the gaps through complementary action. The current programme of support will be based on the same principles in creating the common platform for action and in implementing the targeted interventions. More details on the capacities and process that will be put into place to contribute towards this goal are provided below under section 2. 3 on major strategies.

### **2.1.2 Targeted interventions aimed at highly vulnerable groups**

*The second stream of interventions* aims at providing direct support to the priority target groups in selected districts. While integrated small-scale project based interventions of IPEC and other organizations have had their success at the local level and have provided valuable lessons to learn from, both the issues of further investment and effort to combat child labour and the problem of scaling up remain unresolved. The present project with carefully selected sector-cum-community targeted interventions is expected to lead to the development of replicable and sustainable capacities and mechanisms. The process-based approach, concentrating on development of community-demand driven interventions at all levels, will be a valuable basis for advocacy with the community, employers of child labour and policy makers and implementers. It is in this context that the importance of participatory planning, monitoring and evaluation at all levels is stressed.

Outreach to the selected target groups is particularly difficult because of the hidden nature of their work. The concept of "peer educators" that has been successfully tried out by NGOs working with commercial sex workers will be adapted to these groups. Beneficiaries of direct action programmes will assist in contacting other children in similar situations.

project. More details on the strategies to be followed for each component are provided below in section 2.3. on major strategies while the specific fine-tuning of the overall project approach to each of the four selected worst forms of child labour is explained in annex A - Target Groups Annex.

The fundamental strategy of the targeted interventions are:

- identifying children engaged in the priority sectors and occupations and those at risk in selected districts and regions;
- preventing and withdrawing children most at risk and providing them with education opportunities and their families with income alternatives;
- improving working conditions for children above 14 in activities that are not considered inherently hazardous (commercial agriculture, domestic work)
- empowering communities of origin of child labourers to express their views and participate in decision making and putting into place community monitoring systems to prevent children from (re)entering hazardous work situations and withdraw children from such work; and to ensure that local development interventions are child labour sensitive.

The targeted interventions will have strong links to other programmes by national and international development partners in the selected districts such as the Local Government Reform Process and donor funded programmes such as the School Feeding Programmes of WFP and the Small Entrepreneur Loan Facility of AfDB.

A number of key donor agencies at the national level such as UNICEF, the AfDB, WFP and DANIDA have already confirmed their interest to join the partnership and work together with IPEC and the Government in addressing the problem of WFCL. Other development partners will be mobilized in the process of developing and implementing the SPF. See section 5.3. for more details about links to programmes of other donor partners.

## Box 7. Link between CLEP, TBP and programmes of support from development partners

NATIONAL CHILD LABOUR ELIMINATION POLICY (CLEP)				
Conducive environment for human resources development and elimination of child labour in the country through provision of a national framework to guide implementation of the various programmes and activities by the social partners and stakeholders				
Enhance poverty eradication	Coordinate the implementation of policies on child rights and child welfare	Capacity of social partners to implement effective child labour interventions	Participation of communities in child labour interventions	Mainstream Gender issues



TIME BOUND PROGRAMME (=STRATEGIC PROGRAMME FRAMEWORK)					
Education and Vocational Training Policy	Macro economic environment, employment and Poverty Reduction	Labour and social policies	Other relevant policy areas	Social mobilization – capacities and processes	Prevention, withdrawal, and rehabilitation (direct action in all districts)



PROGRAMME OF SUPPORT OF INTERNATIONAL DEVELOPMENT PARTNERS						
	Enabling			Targeted (initial districts)		
ILO-IPEC	Development Of SPF	Policy input to areas in TBP	Capacity	Direct action in selected districts	ILO-STEP	
OTHERS	Interventions linked to SPF policy level	DANIDA UNICEF		WFP DANIDA AfDB		

## 2.2. Geographical coverage and phasing

### 2.2.1. Coverage

While activities aimed at the creation of an environment conducive to the elimination of the WFCL will be undertaken at the national level, direct support projects targeting priority groups will initially be limited to selected districts. The selection of districts is based on the following criteria:

- presence of a mixture of the priority target groups
- incidence/magnitude
- existence of relevant interventions
- availability of data

Consultations with key stakeholders and a review of the available data have led to the initial selection of 11 districts (**see box 8 and figure 3** for more details). Given the dynamics of the problem, a certain level of flexibility will however be required allowing the project - subject to proper justification - to change selected districts. Moreover there will be a need for a "rapid response facility" that allows the project to intervene rapidly on a small scale in other districts where there are highly visible and flagrant cases of abuse related to the selected WFCL.

### 2.2.2. Phasing of activities

The project has been designed for a period of 42 months. Implementation of activities related to the two major project components will be synchronized in a mutually reinforcing way: action at the local level will be reflected in national level activities and vice versa. This will not only raise awareness about the causes and consequences of WFCL but also contribute to the formulation of appropriate solutions and encourage replication of good practices.

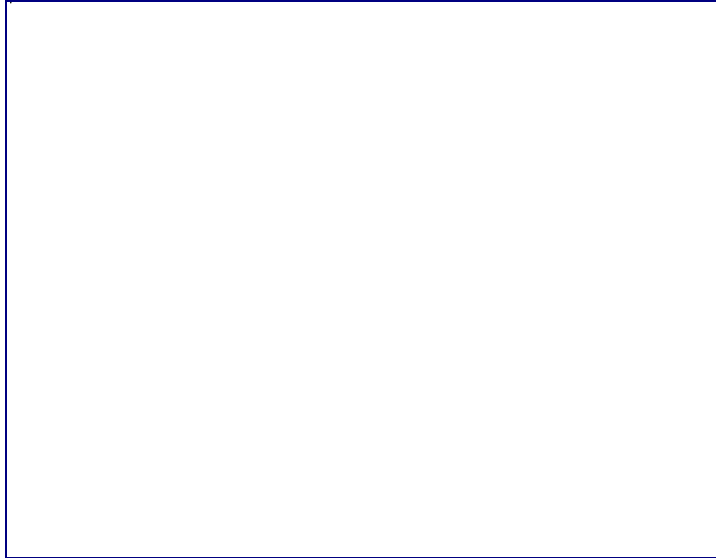
development partners to join the combat against the WFCL with the context of the TBP.

**Phase 1** (current project: 2002-2005)

**Stage 1** (2002-2003): The first 24 months of the project will focus on:

- the formulation and promotion of a SPF on the WFCL as a platform of action for resource mobilization - identifying amongst other priority target groups, geographical locations for concentrated action and resource

**Figure 2: Phasing of activities for the overall TBP**



- ;
- policy level input as part of creating a conducive environment;
- implementation of direct support projects in the 11 selected districts focusing on the four WFCL with the aim to show rapid impact, which in turn will facilitate resource mobilization required for scaling-up and provide a basis for continued refinement of strategies used.

**Stage 2** (2004-2005): The subsequent 18 months will focus on:

- continuation of promotion of SPF and resource mobilization;



**Phase 2** (new project - 2005-2010) Phase 2 of the programme of support would, in the context of the developed SPF, expand coverage of the targeted interventions to all districts and WFCL in order to realise the goal of eliminating the WFCL by the year 2010. This would be in line with what is ILO-IPEC's comparative advantage as a partner in the SPF on the elimination of WFCL. Other areas of the SPF at the enabling environment level could also be part of Phase 2 if ILO-IPEC has particular experience in those areas.

**Box 8: Selection of districts**

Districts	WFCL presence	other ILO programmes	Programmes of key partners	Availability of data
<b>Region: Arusha</b>				
<b>Arusha</b>	<ul style="list-style-type: none"> <li>• rostitution</li> <li>• ommercial agriculture</li> <li>• omestic work</li> </ul>	<ul style="list-style-type: none"> <li>• AA -IPEC</li> </ul>	School feeding programme (MOEC-WFP) UNICEF	LFS 2000-01 Census 2002 RAP 2001
<b>Arumeru</b>	<ul style="list-style-type: none"> <li>• ommercial agriculture</li> </ul>	<ul style="list-style-type: none"> <li>• AA-IPEC</li> </ul>	School feeding programme (MOEC-WFP) UNICEF	LFS 2000-01 Census 2002 RAP 2001
<b>Simanjiro</b>	<ul style="list-style-type: none"> <li>• ining</li> <li>• ommercial agriculture</li> </ul>	<ul style="list-style-type: none"> <li>• AA -IPEC</li> </ul>	School feeding programme (MOEC-WFP) UNICEF	LFS 2000-01 Census 2002 RAP 2001
<b>Region: Singida</b>				
<b>Iramba</b>	<ul style="list-style-type: none"> <li>• rostitution</li> </ul>	<ul style="list-style-type: none"> <li>•</li> </ul>	School feeding programme (MOEC-WFP) UNICEF Small-enterprise development -SELF- VP's office -AfDB	LFS 2000-01 Census 2002 RAP 2001

Region: Dodoma				
Kondoa	<ul style="list-style-type: none"> <li>•prostitution</li> <li>•domestic work</li> </ul>	•	School feeding programme (MOEC-WFP) UNICEF Small-enterprise development -SELF- VP's office -AfDB Business sector support programme - DANIDA	LFS 2000-01 Census 2002
Region: Iringa				
Iringa rural	<ul style="list-style-type: none"> <li>•prostitution</li> <li>•commercial agriculture</li> <li>•domestic work</li> </ul>	•CAA -IPEC	UNICEF Business sector support programme - DANIDA	LFS 2000-01 Census 2002 RAP 2001
Mufindi	<ul style="list-style-type: none"> <li>•commercial agriculture</li> </ul>	•CAA -IPEC	UNICEF Business sector support programme - DANIDA	LFS 2000-01 Census 2002 RAP 2001
Region: Tabora				
Urambo	<ul style="list-style-type: none"> <li>•commercial agriculture</li> </ul>	•CAA -IPEC	•	LFS 2000-01 Census 2002 RAP 2001
Region: Dar es Salaam				
All districts (3)	<ul style="list-style-type: none"> <li>•prostitution</li> <li>•domestic work</li> </ul>	•	•UNICEF	LFS 2000-01 Census 2002 RAP 2001







**Figure 3: Geographical coverage**

### **2.3.1. Contribute to an enabling environment for the elimination of the WFCL**

#### *Overall approach*

The project will initiate and support a process aimed at scaling up anti-WFCL interventions to cover the whole country, help create the strong knowledge base needed for the design and implementation of effective nation-wide action against child labour, strengthen the legal and policy framework, and address some of the key education, socio-economic and demographic concerns underlying the child labour problem. Together, the different sets of planned interventions will help create a conducive environment for the realization of the ambitious goals set by the government. Given its importance as both a manifestation and a contributing factor to the persistence of poverty, action against child labour constitutes a natural area of intervention in the fight against poverty. The TBP will be linked to the framework provided by the PRSP<sup>1</sup> and will seek to make child labour a central issue in national poverty reduction efforts.

#### *Elements of the approach:*

##### Knowledge base and capacity for coordinating and managing the SPF

Information on child labour levels, trends and relationships with a broad range of social, economic and demographic factors is critical for the design and implementation of effective strategies for eliminating the WFCL. It is also essential for monitoring progress in the fight against poverty. So far IPEC has already undertaken 7 Rapid Assessments (informal sector, mining, prostitution, coffee, tea, tobacco, and domestic work) ; an in-depth review of institutional and policy issues relating to the WFCL; and a multi-round Child Labour Survey conducted in conjunction with the national Labour Force Survey (2000-01). The project will put significant emphasis on the further development of a knowledge base and the capacity to make good use of available data in the design, implementation, monitoring and evaluation of interventions<sup>i</sup>. Baseline studies undertaken in the selected districts, for refining TBP and project targets will be combined with situation analyses and needs assessments for community level interventions, including assessment of household vulnerability to the WFCL, opportunity costs of children's time at school, access and quality issues to be addressed in order to increase demand for education, and institutional and capacity issues at the local level. Studies will also include testing and application of models for informing the targeting of vulnerable households, through impact assessment methodologies and simulating impact scenarios for advocacy, planning and resource mobilization purposes. A good part of the data for monitoring progress towards the elimination of the worst forms of child labour will be obtained by the collection of comparable data at periodic censuses and household surveys. Support will also be provided for building capacity to manage and coordinate the SPF.

##### Awareness raising , social mobilization and advocacy

Another key element of an enabling environment is the conviction of a wide section of the public of the need to eliminate the worst forms of child labour. It is necessary to create a national movement with support from individual citizens, associations and concerned institutions that contribute towards the implementation of laws and policies relating to child labour. An attitude and opinion survey on the WFCL is currently being completed as part of the preparatory activities for this project. Schools are an important vehicle of awareness raising among the youth and can motivate pupils to reach out to children at risk, those still in

with capacity building, to ensure that the interventions that they are responsible for are child labour sensitive and that there is support for concrete interventions.

### Legal & policy framework

Action against the WFCL must be firmly rooted in a long-term strategy to progressively eliminate all forms of child labour based on a system of minimum ages for admission to employment or work. This system is lacking at present. The project will assist the Government in creating a modern legislative framework which consolidates national child labour policy in conformity with ILO standards. Of particular importance in the framework of the TBP initiative is the need to set the regulatory framework for hazardous work (including, but not limited to specific and realistic legal minimum protection for child domestic workers, children in commercial agriculture, etc. ) and to ensure that the policy recognizes and provides specific guidelines for priority target groups.

While the role of the labour inspectorate is important in the context of the TBP initiative and training activities will be organized for them in collaboration with partners (e.g. DANIDA and the USDOL/ILO Declaration project), efforts in the short run should also focus on tapping into complementary means of child labour monitoring, including : (i) supporting a *National Human Rights Commission* as a mechanism to monitor child labour policy, and the extent to which different policy actors (government, labour inspection, judiciary, even civil society) are effective in implementing the policy - the establishment of such a commission in Tanzania is under discussion at present; (ii) a social mobilization strategy to enforcement through wide and detailed publicizing of the contents of the law; (iii) supporting a number of test-cases through the legal system to test the child-friendliness of existing legislation, in particular in the area of commercial sexual exploitation ; (iv) training of the judiciary; (iv) and grassroots monitoring through community level activities which generate critical information which in turn can trigger public enforcement mechanisms.

### Education and vocational training policy

Educational interventions are critical to both the prevention of child labour and the rehabilitation of ex-child workers. Clearly, children with no access to quality education have little alternative but to enter the labour market where they are often forced to work in dangerous and exploitative conditions. Transitional education plays an instrumental role in the rehabilitation of former child labourers. Vocational training provides, moreover, the employable skills needed for gainful employment, which in turn contributes to local and national development. This project will provide both transitional education and vocational training to children prevented or removed from work as appropriate.

Strategies related to education and training should be an integral part of the multi-pronged attack against child labour together with social mobilization, law enforcement, income generation and employment promotion for youth and adults, and social safety nets and other support services for affected communities. These strategies will be backed by strong government commitment to financing basic education and the expansion of transitional and vocational educational facilities. Yet, an injection of funds will not be sufficient on its own: education policy and planning at the national level need to be more responsive to the needs of children at risk. More responsive national policies should aim for improvements in the quality of education, physical and material infrastructure, and access to education including community mobilization to ensure enrolment, attendance and retention with

educational requirements which ensure special attention to children at risk. This should stimulate the creation of an educators' knowledge network that can feed into policy development. TBP activities could also include a review of education policies related to issues such as flexible school hours, girls continued school attendance in the case of early pregnancy, age of admission to established vocational education programmes, equivalence degree programme, etc. Also recommended are advocacy mechanisms to help improve the status and conditions of teachers through the Tanzania Teachers' Union; consultations with high-profile major stakeholders to motivate greater resource mobilization on education and with former child labourers whose experiences can feed into policy and institutional development. The replication of successful educational interventions in the target districts to other districts across the country will also be critical.

#### Macroeconomic environment, employment and poverty alleviation

The success of the TBP is closely tied to the achievement of national poverty reduction objectives, which in turn depends on macro-economic conditions, including employment growth. In particular, there is a need to implement strategies that ensure: (i) economic growth with equitable income distribution; (ii) reduction of unemployment and underemployment; (iii) diffusion of technological changes that reduce the need for child labour; (iv) improved productivity in the informal sector; and (v) macroeconomic stability. Objectives in these areas are either explicit or implicit in the Government's poverty reduction strategy, which includes a package of measures aimed at promoting economic growth, ensuring macro-economic stability, improving economic infrastructure, enhancing skills, facilitating access to credit (e.g., micro-finance schemes) and increasing private investment. The project will complement and/or enhance the success of poverty reduction efforts by analyzing and monitoring vulnerability, developing targeting strategies that can reach vulnerable groups, designing and implementing social protection schemes, and integrating child labour concerns and other social and economic development issues into education and community mobilization interventions. Considerable scope exists for such collaboration in areas such as school feeding (WFP), infrastructure projects including employment-intensive schemes, micro health insurance and other social protection schemes (ILO-STEP), reproductive health and HIV/AIDS programmes (UNICEF, UNFPA, UMATI, CIDA), and, as noted above, micro-finance schemes.

#### **2.3.2. Targeted interventions aimed at highly vulnerable groups**

##### *Overall approach*

The project will apply the sector cum area-based approach which is guided by a holistic and integrated understanding of child labour and the need to combat it through a multi-pronged and coherent strategy.

The sector cum area based approach is in particular appropriate for WFCL which are visible and concentrated in geographical areas of the country (e.g. mining, commercial agriculture) but requires some adjustment for children involved in illegal (children in prostitution) and/or hidden activities (child domestic work). A large number of children, particularly girls are employed in domestic service all over the country. The priority is to implement programmes targeting young girls at risk [Including children who are not regular school attendants, orphans, pregnant girls, teenage mothers, children of single parents, very poor and large families] in the catchment areas through community mobilization, the provision of formal education, formal education and training, and the provision of

Children in prostitution and related forms of commercial sexual exploitation (i.e. child pornography) are on the rise in all urban areas. The victims are not confined to any particular region. Various studies indicate the link between child domestic service and children in prostitution. Many young girls tried to escape their plights in domestic work and ended up in prostitution. Similar to children in domestic service, the priority is to implement preventive action at community level. Withdrawal and rehabilitation of the victims will be implemented in selected urban centres. Law enforcement against perpetrators will be intensified. Awareness raising will be conducted, with the aim of changing public attitudes towards children in prostitution so that children are perceived as victims, and building public consciousness that the sexual abuse of children is legally and morally wrong.

*Elements of the approach:*

Identification of children at risk and initial district and community level planning:

Baseline surveys to be undertaken during the first four months of the project will generate base line data for the specific sectors that are being targeted. These surveys will be used to identify target children and their families, as well as to obtain information that will be crucial for designing the social protection measures required. The surveys will use participatory methods. Considerable emphasis will be placed on enlisting the communities participation in all interventions. The baseline surveys will benefit from the 7 Rapid Assessments (informal sector, mining, prostitution, coffee, tea, tobacco, and domestic work) that have already been undertaken as part of the preparatory work for this project.

Identification of child labour will require a) rapport-building with the targeted communities to gain their confidence and develop trust, b) creating (or using existing) community "platforms" on which to base participatory activities, and c) consensual agreements on the methods and criteria to be used in identifying the children. The first component will involve creating a database on child workers in the selected sectors for each target district, by:

- conducting surveys in the designated districts and targeted sectors to identify working children;
- developing profiles, by sector, of child workers, their families, their work place and working conditions;
- developing a compendium of government and other agencies' programmes in the target areas; and
- establishing detailed and quantifiable indicators of achievement.

The data so generated will be the basis for developing an initial plan with the district and community that will serve as mini programme framework for the child labour related interventions of the community, development partners and of the project. This will include budgetary allocations from the project to the districts and all future operations of the project. The initial plan will be updated and further developed, as further community mobilization takes place with increased understanding of the problem and as the capacity of the community to use the knowledge for planning, implementation, monitoring and evaluation is strengthened.

implementation of the project and for the prevention and elimination of the worst forms of child labour. In order to adapt interventions to local needs and to ensure the sustainability, a bottom-up approach is envisaged whereby village communities are empowered to eradicate the causes of child labour through collective action.

The programme of community mobilization and monitoring is to ensure that children once removed from work stay out of undesirable work and are not replaced by other, possibly younger children. It involves a series of measures starting with identification of children, community involvement in measures to get them out of work, and eventually resulting in automatic monitoring by the community to ensure that children that work do so in compliance with the law. To be successful this activity needs to be combined with a school-monitoring component to ensure that ex-child workers access appropriate educational opportunities and successfully complete them. Community monitoring is therefore a fundamental element of the strategy for both withdrawal and prevention.

A system will be put in place to follow the progress of the child workers and their families who are participating in this project. To ensure the situation of the children has improved, the project will keep track of the children as they are withdrawn from work and enter formal and/or transitional education or benefit from other components of the project. The monitoring will be done with the agreement and involvement of the community and will be based on criteria developed by and with the community. The experience of IPEC in Tanzania suggests that the establishment of Child Labour Committees at village (and/or ward level) is an effective way to involve communities in this process; and to provide support to building monitoring capacity in the communities. This component will have community mobilization and awareness generation efforts so as to build on and reinforce each other. To facilitate the process "monitoring agencies" will be selected to promote and coordinate the process. The project surveys (noted above), through their inventory of government, public and civil society grassroots initiatives in the geographical areas where the project is being implemented, will make it possible to chart changes in public concern and action in the identified districts. The Research and Awareness Raising Officer in the national project team will review and audit the primary monitoring done by the "monitoring agency" with regard to effectiveness, quality, frequency, and results.

The project surveys will be helpful in designing the advocacy and awareness-raising activities, as well as in directing project strategies and making changes in the processes of the project, based on the experience of implementation. Advocacy and awareness raising will motivate national and local authorities, employers, social partners, families and communities to undertake joint and/or separate action against hazardous child labour. Advocacy and awareness raising will be designed to inter alia increase awareness about legal provisions contained in the various laws, and create social pressures for better compliance and enforcement of existing laws. It will also focus on the benefits of children going to school and the hazards of child work.

Advocacy activities will include identification of target groups at various levels for sensitization, preparation of advocacy materials in a variety of media formats, organizing forums for discussion, and networking. The impact of these interventions will be judged on the basis of increased support for and co-operation with the project by the stakeholders and general public in the long run.

the target districts and enrolled in transitional schools in preparation for formal schooling or vocational training. It will enable these ex-child workers to “catch up” with their peers who began their schooling at the appropriate age. The transitional education will on average take between 6 and 18 months. The teachers of the transitional education centres will be trained and existing teaching materials from IPEC, COBET and ACCESS will be locally adapted. For difficult cases, extra tutoring services, drop-in centres, counselling and residential rehabilitation centres will be provided. In addition it is recommended that the USDOL Education initiative provides other services to these children, including midday meals (where not provided by WFP) and health care. After completion of transitional educational children would need to be enrolled and mainstreamed into formal schools or geared towards vocational training. This will require close linkages between the formal school system and transitional education scheme since basic education is key to sustaining educational interventions over the long-term. The USDOL Education initiative which is expected to have a heavy focus on strengthening formal education is expected to facilitate this process. Those children who are withdrawn from the worst forms of child labour under the age of 10, will be directly mainstreamed into formal school systems.

Monitoring and evaluation of these programmes will be undertaken to ensure quality control.

#### *Vocational training*

Approximately 25 per cent of the children that have benefitted from the transitional education and are in the age group of 14 - 18 will receive vocational training to acquire the practical skills necessary to enter into skilled employment. The project will identify suitable organizations to manage the vocational training centres in consultation with local industry associations, trade unions and community organizations. As with the transitional education centres, instructors will be trained and existing skill training material from VETA will be locally adapted. To ensure that such training meets the needs of the labour market, employer organizations will be consulted to identify which entry level skills will be required to make these adolescents employable in and around the target districts. Employer organizations will also be encouraged to provide inputs such as skills training material and close links will be forged between these centres and job placement services. In order to ensure that educational programmes do not inadvertently reinforce existing gender inequalities, special attention will be given to facilitating the access of girls to vocational training.

#### *Formal education*

Still, providing basic literacy and numeracy skills through transitional education does not ensure that children are permanently withdrawn from work, which is why mainstreaming former child labourers into formal systems is important. Yet, IPEC experience has shown that investments in basic education normally reach the more privileged groups, therefore measures should be taken to reach children at risk. There is an urgent need for activities which focus on the improvement and expansion of basic education programmes while employing transitional and vocational educational interventions where appropriate.

Below an overview is given of some of the activities recommended to be included in the USDOL Education Initiative to support the goals of the TBP of Tanzania.

At the district level, activities will be necessary to improve the quality of formal education with special attention to the needs of ex-child workers. Much guidance can be drawn from the experience of the Norwegian-funded project “Action against Child Labour through Education and Training” in Tanzania which includes teacher training on practices which

the needs and aspirations of girls, for example, is also a priority.

Expanded access to formal education through community involvement should be undertaken as part of community mobilization and activities related to monitoring of the TBP. Social mobilization for demand driven delivery of education services and community participation in education is at the core of the Time-Bound Programme strategy on education. The main emphasis should be on community supported drives through the Child Labour Committee for the enrolment of young children (under 10 years) in the target areas into formal schooling through teacher mobilization and meetings with parents. Other activities should include the training of District Education Officers, Ward Education Coordinators and key community leaders on the risks of child labour and the importance of education, the use and development of participatory methodologies to involve communities in the reforms of the education system, the development of community monitoring systems to complement district level monitoring and information systems, the development of effective systems for enforcing school attendance which engages the affected children, their families and local authorities, and the assistance in the review of experience with community-based feeding systems to provide midday meals at schools.

#### Economic empowerment of families

To tackle the worst forms of child labour effectively, it is important to reduce the dependency of target families on children's earnings. The project will treat the economic empowerment of the poor families as an effective strategy not only for withdrawal of working children but also for preventing them from re-entering the labour market. The project will in the first instance try to link-up target families with existing credit and income generation schemes (in particular programmes of key donor partners). In exceptional cases where this is not possible the project through the introduction of community based training methods and the provision of follow-up support services will provide short cycle skill development programmes oriented specifically towards pre-identified income generation activities in the village economy. The ILO's existing community-based training methodology – which has been successfully implemented in other countries – would be suitably adapted and incorporated into an existing training institution to provide an outreach training capability at the local level, utilizing existing training resources and facilities where available. Wherever necessary community-based training will be supplemented by ILO training to strengthen those elements that relate to business start-up and simple management techniques for small entrepreneurs.

Efforts will be made to involve parents, particularly mothers with a view to increasing their interest in their children's education, even if it is seen not to have immediate benefits for the family.



capacity for planning, reviewing, monitoring and evaluation of such interventions has to be strengthened and integrated into existing structures to allow for participatory and relevant decisions on which interventions are most appropriate for the community. Workshops and training will be organized during the implementation of the TBP among potential implementing agencies to review existing experience, discuss working methodologies in the prevention, withdrawal and rehabilitation of the victims and identify the training needs to build the necessary capacity and expertise. An important aspect of capacity building is the development of a network and coalition among various actors so that they address children in WFCL through combined efforts and means of action. Workshops and fora will also be organized for all key actors to review progress and obstacles in action to combat the WFCL and share and learn from each others' experience as part of ongoing evaluation.

The various capacity building efforts required in the area of formal education are described under the section on recommended activities for the USDOL Education Initiative in this area.

## 3.1 Beneficiaries

### 3.1.1 Closing the gap

Preliminary data from the first round of the IPEC-sponsored 2000-2001 CLS suggest that 4.1 million out of an estimated 10.2 million children aged 5-14 years are not attending school, and that nearly 4 million of the latter figure were engaged in either economic activities or house work. While it is not possible to come up with an estimate of the proportion of these children at risk from WFCL<sup>1</sup> available evidence suggest the problem is large<sup>2</sup>. Moreover, calculations of children at risk in future years will also have to factor in information on population dynamics, including fertility trends and the demographic impact of HIV/AIDS<sup>3</sup>.

**Box.9 - Targets in the TBP by worst forms of child labour - national level**

Types of WFCL	2000 baseline (a)	2003	2005	2007	2010	source
Children in prostitution	NA	63% reduction	75% reduction	85% reduction	100% reduction.	Extrapolation based on MLYDS and PRSP targets and ILFS data
	NA	NA	NA	NA	0	
Children in mining	NA	63% reduction	75% reduction	85% reduction	100% reduction	Extrapolation based on MLYDS and PRSP targets and ILFS data
	70,000 (b)	43,750	14,000	10,500	0	Estimates based on ILFS data
Child in commercial agriculture	NA	63% reduction.	75% reduction.	85% reduction	100% reduction	Extrapolation based on MLYDS and PRSP targets and ILFS data
	82,850	51,782	20,713	12,428	0	Estimates based on ILFS data
Children in domestic work	NA	63% reduction	75% reduction	85% reduction	100% reduction	Extrapolation based on PRSP targets and ILFS data
	132,000	82,500	33,000	19,800	0	Estimates based on ILFS data
Others (to be determined)	NA	NA	NA	NA	0	

Note: (a) Figures from column of estimated magnitude in Box 4 : - (b) Halfway point between estimated range of 40,000 – 100,000 as given in Box 4.

The baseline figures for 2000 in **Box. 9** above have been based on data from the ILFS and the IPEC rapid assessments while the targets are extrapolations of goals set by the government in the framework of the TBP. These figures will need to be refined at the beginning of the project, and subsequently as new data become available. At best, these figures provide us a very rough idea of the magnitude of the problem. They suggest that between 300,000 and 500,000 children are at risk in the four sectors nationally. A 75 per cent reduction of the problem by the year 2005, as aimed at by the government, would require programmes benefiting between 225,000 and 375,000 children, without taking into account the impact of population dynamics<sup>4</sup>. Given the limited resources thus far, programmes in Tanzania addressing the problem of child labour have only targeted the removal of a small number of children from work. A major leap in terms of beneficiaries would therefore be required to close this gap. The commitment of the Government to mobilize support to make the TBP truly comprehensive in its coverage and scope, with the aim of eradicating the worst forms of child labour by the year 2010, offers some hope that this formidable task can be done

### 3.1.2. Direct beneficiaries

The number of direct beneficiaries of this project is restricted by the available resources. About 30,000 children under the age of 18 will be prevented or withdrawn from hazardous working conditions associated with the selected priority sectors and benefit from transitional education, vocational education and other services. A number of families of former working children will also be assisted through income generating opportunities that help to reduce household reliance on the labour of children. **Box 10** provides an overview of the beneficiaries. As baseline data becomes available and the initial project plan for each district is developed, a more detailed breakdown of beneficiaries by type of services and benefits will be produced.

*The younger children* (under 14 years of age) will, wherever schools are available and suitable, be mainstreamed into regular primary schools after completion of TEC classes. The children will be in TECs from 6 to 18 months, depending on various factors, including the age of the children, the cooperation rendered by employers, the financial ability of the parents and the children's educational performance. Children under 10 years of age will be directly mainstreamed into formal schools.

Of the children that have benefitted from transitional education the children closer to the legal age of employment (14-18 years of age) will receive vocational skill development training and be facilitated to find gainful employment in various economic sectors. Community monitoring will ensure that children withdrawn do not return to work.

**Box 10: Beneficiaries of the project**

Intervention	Target beneficiaries	
	Percentage	number
<b>Direct benefits:</b> prevented or withdrawn from hazardous conditions		
Children in prostitution	17%	5,000
Children in domestic work	25%	7,500
Children in mining	8%	2,500
Children in commercial agriculture	50%	10,000
<b>Total:</b>	100%	30,000
<b>Indirect benefits (all forms of WFCL) :</b> prevention through enrolment drives, increased awareness, WFP school feeding programmes and economic empowerment of target families		10,000-15,000

### 3.1.3. Indirect beneficiaries

The project is also expected to benefit a large number of children, including younger siblings of the direct beneficiaries by preventing them from entering the labour market prematurely through awareness raising, the community monitoring system, enrolment drives, and as a result of economic empowerment activities carried out in the targeted areas. The number of indirect beneficiaries of the project cannot be estimated exactly but IPEC experience suggests it can be substantial, in particular in the districts where concentrated action takes place. As a minimum the number of indirect beneficiaries is expected to curb substantially the inflow of new entrants.

### 3.1.4. Direct recipients

This project will be executed by the ILO. Governmental and non-governmental organizations including employers' and workers' organizations will be the implementing partners. Relevant experiences, organizational capacity and track record of previous assignments will be the key deciding factors of the selection. District councils will play a crucial role in coordinating services. While assigning the work to the implementing organizations, a flexible mechanism will be adopted.

*The Government:* Through the Prime Minister's Office and Ministry of Labour, Youth Development and Sports, the government will promote the necessary policy and legal framework for the implementation of project activities. This will include the finalization of the ongoing labour law reform, consistent with Conventions 138 and 182, as well as the adoption and application of the national child labour elimination policy and the strengthening of the labour inspectorate. *The Ministry of Education* will build on and replicate previous IPEC-supported interventions in the area of promotion of school enrolment and retention especially for children in the WFCL-prone areas. The ministry will also provide policy guidelines to local government authorities on the promotion of access to education for disadvantaged children, including those withdrawn from hazardous work sites. *The Department of Information Services (Prime Minister's Office)*, will build on the IPEC experience regarding public mobilization & information campaigns on child labour and will particularly focus on the exposition of the WFCL and also publicize progress made in the implementation of the TBP activities in the different sectors. *The Vice President's Office, Ministry of Local Government and Regional Administration as well as the Ministry of Community Development, Women Affairs and Children* will each be involved in terms of providing relevant policy and advisory services as appropriate at different levels of project implementation.

*The trade unions:* Under the auspices of the Tanzania Congress of Trade Unions (TACTU ) and building on their respective experience with IPEC programme activities in commercial agriculture, mining and domestic service, the three sector unions for mining (TAMICO), plantations and agriculture (TPAWU), and domestic service (CHODAWU) will implement relevant project activities targeting worst forms of child labour in their respective sectors in the selected districts, focusing especially on collective bargaining, monitoring, campaigning as well as removal and rehabilitation.

*Employers' organizations:* The Association of Tanzania Employers' (ATE) will replicate and expand project activities on child labour already successfully implemented with IPEC support in the plantations-agricultural sector (coffee, tea, tobacco ), in the context of the project strategy. The Association will carry out awareness-raising campaigns within the private sector and mobilize its membership around the development and implementation of relevant sector-specific codes of conduct, and action for child labour-free sectors. ATE will also build strong alliances and collaboration with crop-specific bodies, including the *Coffee Growers Association, Tea Association of Tanzania as well as the Tobacco Association*.

*Non-Governmental Organizations* have been central actors in the IPEC programme in Tanzania. Strong and experienced national NGOs including the Tanzania Council for Social Development (TACOSODE) and the Kiota Women's Health and Development (KIWOHEDE) will be actively involved in the implementation of the project, in terms of the replication and expansion in the selected districts, of programme interventions on the worst forms of child labour already implemented, targeting the priority sectors and groups. A wide range of community-based NGOs and other grassroots organizations ( to be identified in the selected districts) will be mobilized to support the project activities.

(TGNP ) the Tanzania Social Action Fund (TASAF), as well as research and consultancy institutions including the University of Dar Es Salaam (Sociology Dept. & Education DPT) and the National Bureau of Statistics, at different levels and in their varied capacities and expertise.

*Interagency cooperation* is essential for this project to achieve its goal. Finding a workable model for cooperation will be an important challenge. UNICEF, the AfDB, WFP, and DANIDA, have already confirmed their interest to join the partnership. The project will seek collaboration in order to address the target children in a comprehensive manner with a greater focus on social protection interventions.

## 4.1 Objectives and indicators

This project is part of the overall Time-Bound Programme (TBP) to be elaborated. It will initiate the process towards the TBP and therefore contribute to its strategic objective.

### **Strategic objective of the TBP (and development objective for this project):**

- ⇒ The elimination of the worst forms of child labour in Tanzania by the year 2010 and the creation of a social foundation to address all other forms of child labour in the country.

The overall objective of this project is to contribute to the elimination of the worst forms of child labour (WFCL) in Tanzania by the year 2010, with a particular focus on the priority target groups identified by the Government and confirmed during the National Round Table (NRT) held in April 2001 by: (i) providing support for the creation of an environment conducive to the elimination of the WFCL; and (ii) implementing targeted interventions aimed at highly vulnerable groups to reduce the incidence of WFCL.

### **Project component 1:**

- ⇒ supporting the creation of an enabling environment conducive to the elimination of the worst forms of child labour.

### **Immediate objectives to be achieved by end of this project:**

- Strategic Programme Framework (SPF) for the elimination of the WFCL, identifying the key education, socio-economic and demographic concerns underlying the WFCL will be in place, and national and international development partners will have been mobilized to support its implementation.
- Policy inputs will have been provided to the Government to bring the national child labour elimination policy in conformity with ILO standards and to ensure that other interventions are child labour sensitive.
- Capacity of communities and national and international development partners will have been strengthened in designing, monitoring and implementing child labour sensitive interventions and incorporating the issue into their programmes and budgets.

### **Project component 2:**

- ⇒ Targeted interventions aimed at highly vulnerable groups at district level to reduce the incidence of the worst forms of child labour.

### **Immediate objectives to be achieved by the end of this project:**

- The worst forms of child labour in prostitution, mining, domestic work and commercial agriculture in the selected districts will on average have been reduced by 75 per cent<sup>1</sup>.
- Preventive measures will be in place for 10,000-15,000 children, including economic empowerment of families and the mobilization and capacity building of community

- 1.4. Macroeconomic environment, employment and poverty reduction
- 2.1. Identification of children at district level and strategic planning
- 2.2. Community mobilization and monitoring
- 2.3. Prevention/withdrawal of children through the provision of transitional education
- 2.4. Provision of vocational training for older children (14 - 18 years)
- 2.5. Strengthening the public education system, with special attention given to children at risk (*suggested objective for USDOL Education Initiative*)
- 2.6. Economic empowerment of target families
- 2.7. Capacity building at district levels

Each of these sub-components and their specific outputs will contribute to one or more immediate objectives given the multi-level, complementary and mutually reinforcing nature of the project strategy. Section 4.2 of this document illustrates the links between objectives and project components.

Indicators for achievement of the immediate objectives are listed in section 4.3. These are overall indicators and will be further refined as baseline information becomes available and initial district planning takes place. As sub-project components overlap so will some of the indicators demonstrate achievement in more than one objective. More indicators specific to the target group will also be developed using the past experience of IPEC with indicators for direct action and based on the baseline and district level planning.

The multi-level structure and the built-in flexibility of the project, including the multi-partner implementing arrangements, suggest that indicators, particularly of a more process oriented nature, will be useful at the level of sub-project components and at output level to ensure the integrated and complementary implementation of different components.

For all indicators, specific targets for achievement at various points will be developed when possible, based on the baseline and the district level planning.

While the indicators of linked interventions implemented outside the management and budget of this project are not listed here, they will be considered and followed as part of the monitoring and evaluation of the programme (see Chapter 6 ).





## 4.2. Links between objectives and project components

IMMEDIATE OBJECTIVES	SUB-PROJECT COMPONENTS
PROJECT COMPONENT	Contribute to the creation of an enabling environment conducive to the elimination of the WFCL.
1. A. Strategic Programme Framework (SPF) for the elimination of the WFCL, identifying the key education, socio-economic and demographic concerns underlying the WFCL, will be in place and national and international development partners will have been mobilized to support its implementation.	1.1. Strategic framework, capacities and coordination mechanisms - WFCL
	1.4. Macro-economic environment, employment and poverty reduction
1.B. Policy and other inputs will have been provided to the Government and development partners to bring the national child labour elimination policy in conformity with ILO standards and to ensure that other interventions are child labour sensitive	1..2 Legal & policy framework
	1.3. Education and vocational training policy
	1.4. Macro-economic environment, employment and poverty reduction
1.C. Capacity of communities and national and international development partners will have been strengthened in designing, monitoring and implementing child labour sensitive interventions and incorporating the issue into their programmes and budgets	1.1. Strategic framework, capacities and coordination mechanisms - WFCL
	1.4. Macroeconomic environment, employment and poverty reduction
	2.1. Identification of children and planning at district level
	2.2. Community mobilization and monitoring
	2.7. Capacity building at community and district level
PROJECT COMPONENT	Targeted interventions aimed at highly vulnerable groups at district level to reduce the incidence of WFCL

2.A. WFCL in prostitution, mining, domestic work and commercial agriculture in the selected districts will on average have been reduced by 75% through direct action programmes aimed at the withdrawal, protection, prevention and rehabilitation of at least 30,000 children	2.1. Identification of children and planning at district level
	2.3. Prevention/withdrawal of children through improved formal education and educational alternatives
	2.4. Provision of (pre-) vocational training for older children (12-18 years)
	2.5. Strengthening the public education system, with special attention to children at risk

2.B. Preventive measures for 10,000-15,000 children will be in place, including economic empowerment of families, and the community, district, national and international actors in the combat against the WFCL will have been mobilised for action at the district level and their capacity strengthened	1.4. Macroeconomic environment, employment and poverty reduction
	2.1. Identification of children and planning at district level
	2.2. Community mobilisation and monitoring
	2.3. Prevention and withdrawal of children through improved formal education and educational alternatives
	2.5. Strengthening the public education system, with special attention to children at risk
	2.6. Economic empowerment of target families
	2.7. Capacity building at community and district level

4.3. Objectives and indicators		
DEVELOPMENT OBJECTIVE	To contribute towards the elimination of the WFCL in Tanzania by the year 2010 and the creation of a social foundation to address all other forms of child labour in the country.	
IMMEDIATE OBJECTIVE	INDICATORS	MEANS OF VERIFICATION (If it can be determined at design stage)
<b>ENABLING ENVIRONMENT</b>		
1.A. Strategic programme framework (SPF), identifying the key education, socio-economic and demographic concerns underlying the WFCL, will be in place and national and international development partners will have been mobilised to support the implementation of the Strategic Programme Framework for the elimination of the WFCL.	Degree of review and adoption of SPF by government and development partners	Qualitative review combined with questionnaire/focus group
	Use of knowledge base on WFCL , including inclusion of child labour indicators in national surveys	Data on use of knowledge base, including references in other documents: national surveys

Level of involvement in the SPF process by development partners; extent of linkages identified in the SPF and level commitment of resources to SPF	Qualitative review of SPF process combined with questionnaire/focus group; reports from dev. partners
Degree of presence and importance of the issue of child labour, and children as vulnerable group, in the PRSP and similar processes, including in surveys and monitoring systems	Qualitative review combined with questionnaire/focus group interview and monitoring of PRSP process

	Change in attitudes, knowledge and behaviour in regard to child labour (percentage showing appropriate knowledge, attitude and behaviour)	Knowledge, attitude and behaviour survey at national and district level (based on attitude survey undertaken as part of prep. work)
1.B. Policy and other inputs will have been provided to the Government and development partners to bring the national child labour elimination policy in conformity with ILO standards and to ensure that other interventions are child labour sensitive	Availability and quality of draft modern legislative framework in conformity with ILO standard, including use as reference points by other development partners	Review of draft legislation and adoption process
	Ability of labour inspectors to use legislation on WFCL for enforcement	Surveys and interviews with inspectors; qualitative review
	Adaptation or adoption of policies that promote education of child labourers and ex-child labourers;	Review of policies
	Number of interventions by development partners that are child labour sensitive	Qualitative review and ongoing monitoring; reports of dev. partners
1.C. Capacity of communities and national and international development partners will have been strengthened in designing, monitoring and implementing child labour sensitive interventions and incorporating the issue into their programme and budgets	Number of interventions by other development partners modified or changed as a result of mobilisation	Qualitative review and ongoing monitoring; reports of dev. partners
	Number of new interventions with a child labour focus started by targeted development partners, including as part of community and district level development plans	Qualitative review and ongoing monitoring
	Additional resources leveraged to support the implementation of the TBP	

TARGETED INTERVENTIONS		
2.A. WFCL in prostitution, mining, domestic work and commercial agriculture in the selected districts will on average have been reduced by 75% through direct action programmes aimed at the withdrawal, protection, rehabilitation and prevention of at least 30,000 children	Number of children withdrawn, protected and rehabilitated ( <i>target group specific indicators will be developed after district level baseline is carried out.</i> )	Project monitoring system Community monitoring system District level poverty monitoring system
	Enrolment rates; transfer rates from NFE to formal; drop-out rates; graduation rates; vocational training enrolment, placement of older children;	Village register and school records District level poverty monitoring systems Project monitoring system Community monitoring system
	Quality of public education system and degree of child labour sensitive nature	Qualitative education review; school level data
2.B. The introduction of preventive measures for 10,000-15,000 children, including economic empowerment of families and the mobilisation of community, district, national and international actors in the combat against the WFCL.	Number of vulnerable children and families targeted by and benefiting from awareness and economic empowerment schemes (employment and income generation) -	Project monitoring system Community monitoring system District level poverty monitoring system
	Degree and incidence of vulnerability of target households	Impact assessment surveys (repeat baseline)
	Quality and degree of effectiveness of established community monitoring system	Qualitative review with interviews and community focus groups
	District level change in attitudes, knowledge and behaviour in regard to child labour (percentage showing appropriate knowledge, attitude and behaviour)	Knowledge, attitude and behaviour survey at district level (based on current attitude survey)

	Number of initiatives against WFCL by mobilised actors, particularly district and community structures, as a direct result of project intervention	
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	<ul style="list-style-type: none"> <li>➤ Assist the government in convening the NISC;</li> <li>➤ Activate working groups under the NISC on the key priority target groups;</li> <li>➤ Give orientation to the NISC and working groups on project framework and activities</li> </ul>
<b>Project component 1: contribute to the creation of an enabling environment conducive to the elimination of the WFCL.</b>	
<b>Sub-component 1.1. Strategic framework, capacities and coordination mechanisms -WFCL</b>	
<ul style="list-style-type: none"> <li>➤ <b>Output 1:</b> Concerted nationwide action against the WFCL through broad-based development and implementation of a national strategic framework, including mobilization of the necessary human and financial resources for scaling up interventions and support to an institutional framework for the coordination of the SPF.</li> </ul>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>➤ Organize consultations with key partners (Government agencies, NGOs, community organizations, donors) and agree on time frame for development of strategic framework document incorporating policies and action to be developed and carried out by different partners, strategies for scaling up (including resource mobilization), arrangements for coordination and information sharing, and roll-out plan;</li> <li>➤ Prepare strategic framework document and have it adopted by the partners;</li> <li>➤ Set up the agreed coordination and information sharing mechanisms at national and sub-national levels and ensure its effective functioning;</li> <li>➤ Carry out additional coalition-building activities to strengthen the constituency supporting the implementation of the strategic framework.</li> </ul>
<ul style="list-style-type: none"> <li>➤ <b>Output 2:</b> Improved knowledge base and technical capacity for the identification, design, implementation, and monitoring of child labour interventions.</li> </ul>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>➤ Prepare and carry out data collection, research and policy analysis for the design and implementation of interventions, awareness creation, advocacy, monitoring and evaluation;</li> <li>➤ Make sub-national (regional, district, etc.) projections of population groups (school-age population, school enrolment and progression ratios, child labour force, etc.) to provide a basis for planning and target setting. This activity will be carried out in collaboration with UNFPA, National Bureau of Statistics, Planning Commission and local governments;</li> <li>➤ Assist TBP partners in data collection and analytical work needed in areas such as vulnerability assessment, analysis of poverty in the most vulnerable groups, development of targeting strategies, and activities relating to project design, monitoring and evaluation;</li> <li>➤ Identify possible strategic points for actions against the WFCL and assist implementing agencies in the design and implementation of interventions. [Possible entry points include District Poverty Plans, Pilot M &amp; E systems, HIV/AIDS interventions, and community-level sensitisation and educational activities];</li> <li>➤ Develop and organize capacity building activities (training, etc.) in critical areas (public sector reform, local government reform, accountability, etc.) with a view to fill capacity gaps identified during the situation analyses</li> </ul>
<ul style="list-style-type: none"> <li>➤ <b>Output 3:</b> Key stakeholders, national and international development partners become aware of the problem of the WFCL and its negative consequences and are mobilized to take action.</li> </ul>	<p><u>Main activities:</u></p> <ul style="list-style-type: none"> <li>➤ Based on the results of the first attitude survey on WFCL (undertaken as part of prep. activities) design a social mobilisation strategy and produce and disseminate advocacy materials (brochures, leaflets, facts sheets, posters, activity ideas) in Swahili on child labour, with a particular focus on the WFCL addressing current perceptions about child labour and containing information on the legal framework and child labour elimination policy and practice</li> <li>➤ Take an inventory of the organizations of civil society and government especially noting which groups are active at the district and village level and prepare a database of which organizations are active in which districts or villages in the country</li> <li>➤ Organise a high-profile, well-publicised, national conference where key stakeholders are informed about the dangers of WFCL and the importance of receiving an education with the aim of stimulating spin-off seminar and workshops where campaign materials can be disseminated and dialogue can continue</li> <li>➤ Produce and distribute a quarterly newsletter to keep key stakeholders informed on success stories of community action for prevention, protection and rehabilitation, news of legal reform, violations and legal action taken against perpetrators as well as contributions from children on the subject, etc.</li> </ul>



strategy as appropriate	
<b>Sub-component 1.2 - Legal &amp; policy framework</b>	
<p>➤</p> <p><b>Output 4:</b> Inputs provided for a modern legislative framework which consolidates national child labour policy in conformity with ILO standards (i.e. the Minimum Age Convention (No. 138), 1973 and the Worst Forms of Child Labour Convention (No. 182).</p>	<p><u>Main Activities:</u></p> <p>➤ Provide assistance to the Working Group on Child Law of the Law Reform Commission to publish its report, recommendations and draft legislation (coordinate assistance with DANIDA);</p> <p>➤ Establish an advisory committee at the executive level to (1) establish the list of prohibited hazardous occupations for boys and girls below 18 years of age, and (2) determine and regularly revise those occupations harbouring "worst forms of child labour" requiring elimination on a priority basis. The committee should be composed of the most representative employers' and workers' organizations, and, preferably, a number of NGOs, academics, and an occupational safety and health professional;</p> <p>➤ Support the employers' and workers' organizations with organizing an independent round of consultations with their affiliates to obtain their opinions on what constitutes work which is too hazardous to be carried out by under 18s;</p> <p>➤ Provide inputs to tripartite seminars/workshops to facilitate the speedy passing of the legislation, and facilitate expert and tripartite update review: (in cooperation with DANIDA);</p> <p>➤ Provide technical inputs to a resource center on hazardous child labour in context of DANIDA support to convert the MLYDS occupational health and safety unit into an Executive Agency;</p> <p>➤ Provide legal inputs to the quarterly TBP newsletter to keep key stakeholders posted on developments;</p> <p>➤ Provide technical guidance and assistance to enable Government to make basic revisions to the draft child labour elimination policy in the context of the TBP initiative; including the development of specific guidelines, policy instruments for the worst forms of WFCL where children are most vulnerable (child prostitution and domestic work).</p>
<p>➤</p> <p><b>Output 5:</b> Improved capacity for enforcement of legislation pertaining to the WFCL.</p>	<p><u>Main activities:</u></p> <p>➤ Support establishment of National Human Rights Commission to monitor the effectiveness of legislation and enforcement infrastructure on WFCL;</p> <p>➤ Support a number of test-runs of the Sexual Offences Special Provisions Act, 1998 in the area of child prostitution and child pornography and disseminate findings through TBP newsletter;</p> <p>➤ Develop and present a child labour component in planned training workshops for industrial court judges, vice-chairpersons and assessors (ILO Declaration project);</p> <p>➤ Review curriculum and guidelines for labour officers and labour inspectors;</p> <p>➤ Review and update curriculum for the training of labour officers in Tanzania's National Social Welfare Institute.</p> <p>➤</p>
<b>Sub-component 1.3 Education and vocational training policy</b>	

	<p>effective systems for enforcing school attendance, promoting girls' education, good practices in both formal and transitional education, etc.</p> <ul style="list-style-type: none"> <li>&gt; Publish the consultation findings into a policy brief for educational authorities to motivate the formal setting of education requirements which ensure special attention is given to children at risk</li> <li>&gt; Help create an educators' knowledge network which feeds into policy development</li> <li>&gt; Help create advocacy mechanisms to improve the status and conditions of teachers through the Tanzania Teachers' Union</li> <li>&gt; Organise a high-profile, major stakeholder consultation, in coordination with educational authorities, aimed at raising public awareness on the state of education and child labour in Tanzania and the need for increased resource mobilisation in this area</li> <li>&gt; Organise consultations with children affected by V FCL and draw from their experiences with the formal education system to develop a plan of action for education</li> <li>&gt; Help develop an accountability mechanism within the Ministry of Education and Culture which monitors progress in reaching children in affected communities</li> <li>&gt; Promote the replication of successful achievements in educational interventions (e.g. community enrolment drives, teacher training) in the target districts to other parts of the country</li> </ul>
<p>&gt; <b>Output 7:</b> Sensitisation of existing transitional and vocational education to child labour and the needs of the labour market</p>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>&gt; Develop background materials on child labour for and initiate dialogue with existing transitional and vocational training programmes (COBET/ACCCES, VETA)</li> <li>&gt; Provide inputs into how vocational training programmes can better meet the needs of the labour market</li> </ul>
<b>Sub-component 1.4: Macro-economic environment, employment and poverty reduction</b>	
<p>&gt; <b>Output 8:</b> Advocacy for the adoption and implementation of socio-economic strategies supportive of TBP goals.</p>	<p><u>Main activities:</u></p> <ul style="list-style-type: none"> <li>&gt; Undertake analytical work, advocacy and other activities that contribute to the improved sensitivity of macro-economic and sectoral projects to child labour concerns;</li> <li>&gt; Participate actively in national socio-economic policy and strategy development processes, such as activities relating to the monitoring, review and updating of the PRSP, to ensure that child labour concerns are accorded sufficient recognition;</li> <li>&gt; Promote the effective incorporation of child labour indicators in the national and sub-national poverty monitoring systems, including the provision of technical assistance when needed.</li> <li>&gt; Advocate that households vulnerable to child labour are targeted for employment and income generation schemes, and assist with technical support when needed.</li> </ul>
<p>&gt; <b>Output 9:</b> Reduced vulnerability of TBP-target households to income shocks, sickness and socio-demographic conditions that contribute to entrapment in the vicious cycle of poverty.</p>	<p><u>Main activities:</u></p> <ul style="list-style-type: none"> <li>&gt; Collaborate with ILO-STEP and other interested agencies on the development of micro-health insurance and other social protection schemes;</li> <li>&gt; Collaborate with relevant ILO projects, WFP, the world Bank, TASAF and other concerned agencies on infrastructure projects such as employment-intensive and productivity-enhancing schemes;</li> <li>&gt; Collaborate with government, NGO and donor agencies working on other relevant socio-economic development projects to provide micro-finance facilities to child labour-vulnerable households and to enhance access to product markets. [Key partners include AfDB and the Vice President's Office];</li> <li>&gt; Collaborate with the health authorities and the partner agencies (UNICEF, UNFPA, UMATI, CIDA) to improve reproductive health, promote family planning and prevent HIV/AIDS among TBP target groups.</li> <li>&gt;</li> </ul>
<b>Project component 2: Targeted interventions aimed at highly vulnerable groups at district level</b>	
<b>Sub-component 2.1. Identification of children at district level and strategic planning</b>	

<p>underlying information to monitor and evaluate project interventions, and improve understanding of local community, planners, policy makers about the situation of working children in general.</p>	<p>knowledgeable individuals - familiar with the details of the child labour in the area. This may include government agencies, NGOs, women's organizations, trade unions, religious groups, charitable associations, elected officials (politicians), appointed administrators and managers, etc;</p> <ul style="list-style-type: none"> <li>➤ In-depth discussions with key informants (part of the above group), individuals who are carefully selected because of their knowledge of child labour in the district and particular locality;</li> <li>➤ Formal and informal interviews and discussions with working children, where possible, and with employers, parents, teachers, and all other individuals who can help, not only in establishing what children do but, why and their suggestions for solutions;</li> <li>➤ Group interviews. Discussions with small groups of adults and/or children may be productive. They may be spontaneous and not necessarily formally structured. In both group interviews and formal/informal interviews short unstructured questionnaire may be used either to obtain items of information or to cross-check the information obtained through interviews;</li> <li>➤ Systematic observation of child workers and of workplaces in various parts of the area being researched, to obtain visual information on their work activities and working conditions;</li> <li>➤ Develop and select key indicators of the situation for which interventions will be formulated. These indicators will form the basis of the subsequent evaluation and monitoring project;</li> <li>➤ Prepare a concise report on the findings and share with child labour families, employers and potential partners as a precursor to preparation of district action plans.</li> </ul>
<p>➤ <b>Output 11:</b> District action plans developed identifying target groups and appropriate interventions.</p>	<ul style="list-style-type: none"> <li>➤ Review and compile reports of baselines surveys and consultations with stakeholders;</li> <li>➤ Assist District Social Welfare Committees to organise strategic planning exercises leading to district plans of action.</li> <li>➤</li> <li>➤</li> <li>➤</li> <li>➤</li> <li>➤</li> <li>➤</li> </ul>
<p><b>Sub-component 2. 2. Community mobilization and monitoring</b></p>	
<p><b>Output 12:</b> Local authorities, employers, social partners, families, and communities at village, ward and district level become aware of the problem of WFCL and its negative consequences as well as the legal provisions related to this.</p>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>➤ Design local social mobilisation strategies based on an inventory of which organizations and individuals are most active at the district and village level, previous experience by IPEC and other social actors, baseline surveys and the results of the attitude survey undertaken as part of the preparatory work</li> <li>➤ Promote and support the establishment of Child Labour Committees at the village level;</li> <li>➤ Promote local resource mobilisation to finance advocacy and awareness raising activities;</li> <li>➤ Hold community-level meetings to disseminate information about child labour, legislation related to child labour and education, and approaches to tackle the problem of child labour;</li> <li>➤ Make special efforts to sensitise employers, especially those from hazardous sectors, to the harm caused to children by hazardous work and about the legal provisions on this subject;</li> <li>➤ Identify and engage active civil society organizations in organising social mobilization activities ranging from street village theatre and art competitions to celebrity concerts and high-profile meetings between children and key political leaders;</li> <li>➤ Promote child participation through motivating former child labourers to return to their communities and make them aware of the risks of child labour, consultation with the children affected, organizations of child labourers and child advocates, child advocacy activities (e.g. meetings with local leaders), public events (e.g. concerts), and activities for school children;</li> <li>➤ Documentation and dissemination of social mobilization activities.</li> </ul>
<p>➤</p>	<p><u>Main Activities:</u></p>

	<ul style="list-style-type: none"> <li>&gt; Implement the monitoring exercise; draw up initial agreements on criteria for monitoring;</li> <li>&gt; Convince the households and employers; work out time frames with the convinced households and employers to free the children from hazardous conditions or work;</li> <li>&gt; Conduct regular monitoring in the programme area;</li> <li>&gt; With the help of the community and agreement of the households, develop and maintain a tracking system for each child with periodic updating on the child's exact whereabouts (dwelling place, whether engaged in formal education or pre-vocation training, performance level, environment, etc.) and status (change of family structure, socio-economic condition of the family, attitudinal changes, etc.).</li> <li>&gt; Build the confidence and capacity of the communities to gradually take on the entire responsibility for monitoring;</li> <li>&gt; Collect and consolidate quarterly reports of all activities initiated under this project. This would include data on enrolment, attendance, mainstreaming, savings groups etc.</li> </ul>
<p>&gt; <b>Output 14:</b> Expanded access to formal education through community mobilization and involvement (<i>suggested output for USDOL Education In initiative</i>)</p>	<p><u>Main activities:</u></p> <ul style="list-style-type: none"> <li>&gt; Community supported drives (through Child Labour Committees) for the enrolment of young children (5 - 10 years) in the target areas into formal schooling including teacher mobilisation and meetings with parents;</li> <li>&gt; Use and development of participatory methodologies to involve communities in the reforms of the education system;</li> <li>&gt; Training of District Education Officers, Ward Education Coordinators and key community leaders on the risks of child labour and the importance of education;</li> <li>&gt; Assist in the development of community monitoring systems to complement existing district level monitoring and information systems;</li> <li>&gt; Develop effective system for enforcing school attendance which engages the affected children, their families and local authorities;</li> <li>&gt; Support community mobilisation efforts to raise awareness about the risks of child labour and the importance of going to school;</li> <li>&gt; Assist in the review of experience with community-based feeding system to provide midday meals at schools;</li> </ul>
<b>Sub-components 2.3. Prevention/withdrawal of children through educational alternatives</b>	
<p>&gt; <b>Output 15:</b> 30,000 children up to 18 years withdrawn or prevented from the WFCL in the target districts and enrolled in transitional schools</p>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>&gt; Identify suitable organizations to manage transitional education centres (TECs) through consultations with the community and district authorities;</li> <li>&gt; Enrol identified children in TECs and mainstream children into formal schools within a duration of 6 - 18 months;</li> <li>&gt; Train the teachers of TECs;</li> <li>&gt; Locally adapt existing teaching materials for TECs (IPEC, COBET and ACCESS experience);</li> <li>&gt; Provide teaching material, text books and note books to enrolled children;</li> <li>&gt; Provide counselling, extra tutoring services, drop-in centres;</li> <li>&gt; Provide residential rehabilitation centres for difficult cases (e.g. AIDS orphans, victims of prostitution);</li> <li>&gt; Provide cooked mid-day meals to the children enrolled in TECs (modelled on package provided in WFP programmes);</li> <li>&gt; Provide preventative health care education and organise quarterly health check-ups for children in TECs;</li> <li>&gt; Forge linkages with formal education and existing transitional educational programmes;</li> <li>&gt; Develop a monitoring and evaluation mechanism to ensure quality control of TECs.</li> </ul>
<b>Sub-project component 2.4. Provision of vocational training for older children</b>	

	<ul style="list-style-type: none"> <li>➤ teaching materials for skills training;</li> <li>➤ Provide teaching material, text books and note books to enrolled adolescents;</li> <li>➤ Facilitate girls' access to vocational training;</li> <li>➤ Provide residential rehabilitation centres for difficult cases (e.g. AIDS orphans, victims of prostitution);</li> <li>➤ Consult employer organizations and assess the labour market in and around the target districts and identify entry level skills for adolescents which would make them employable;</li> <li>➤ Establish close linkages with job placement services for job opportunities;</li> <li>➤ Encourage employers to provide inputs (e.g. skills training material);</li> <li>➤ Forge linkages with formal education and existing vocational training programmes (VETA);</li> <li>➤ Develop a monitoring and evaluation mechanism to ensure quality control of vocational training centres.</li> <li>➤</li> </ul>
<b>Sub-component 2.5. Strengthening the public education system with special attention to children at risk</b>	
<b>Output 17:</b> Improved quality of education with special attention to children at risk <i>(suggested output for USDOL Education In initiative)</i>	<p><u>Main Activities:</u></p> <ul style="list-style-type: none"> <li>➤ Support activities which promote girls' education such as the recruitment or training of female teachers, the development of curricula more sensitive to the needs and aspirations of girls, advocacy for girls' education, etc.;</li> <li>➤ Assist schools in developing an efficient administration which can receive a large influx of former child labourers;</li> <li>➤ Promote local resource mobilisation and training in financial management and fundraising at the district level to sustain education activities targeted for children at risk;</li> <li>➤ Assist in teacher training on practices which attract and retain children at risk, and promote sensitivity to different learning paces drawing from the experience of "Action against child labour through education and training";</li> <li>➤ Assist in curriculum development including a child labour component drawing from the experience of "Action against child labour through education and training";</li> <li>➤ Promote the incorporation of awareness raising activities on child labour in schools drawing from the experience of "Action against child labour through education and training";</li> <li>➤ Dissemination of Teacher's Kit to schools in target districts;</li> <li>➤ Assist in the development of school admission and retention policies at the district level which facilitate the entry or re-entry of children into schools by providing alternative placement options and independent learning approaches with adequate guidance for over-aged children or children who re-enter school</li> <li>➤ Advocate for improved teacher inspectorate service through training of MOEC inspectors.</li> </ul>
<b>sub-component 2.6. Economic empowerment of target families</b>	
<ul style="list-style-type: none"> <li>➤</li> </ul> <p><b>Output 18:</b> An economic empowerment project established for families of the children targeted by the project through referral services or direct implementation of income generation projects.</p>	<p><u>Main activities:</u></p> <ul style="list-style-type: none"> <li>➤ Develop, In consultation with district authorities, eligibility and prioritization criteria;</li> <li>➤ Map existing employment and income generation schemes in the selected districts, establish linkages and fix agreements for referral services;</li> <li>➤ Identify gaps in terms of geographical coverage and targeting of child-labour-vulnerable households in employment and income generation schemes;</li> <li>➤ Provide technical support to assure better targeting at district level;</li> <li>➤ Develop local capacity to provide community-based skills training and self-employment support services for programme beneficiaries that cannot be covered under existing schemes (maximum of 3000.families) - including labour market surveys of potential income-generating opportunities and skills-training needs.</li> </ul>
<b>Sub-component 2.7. Capacity building at district level</b>	

<p>➤ <b>Output 20:</b> Enhanced capacity of district authorities by providing inputs to Local Government Reform initiative, in particular district and community based interventions of donors in this area</p>	<p><b>Main Activities:</b></p> <ul style="list-style-type: none"> <li>➤ Identify specific training needs of district authorities in the area of planning and prioritisation child labour interventions and monitoring and evaluation of progress and impact;</li> <li>➤ Prepare an inventory list of donor activities in the area of local government reform;</li> <li>➤ Provide tailored inputs to training activities.</li> </ul>
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## ➤ 4.5. Assumptions

This project works at many different levels and may therefore have many external factors affecting it. The assumptions to be made about the conditions under which the project can achieve its objective should therefore be made at various levels.

Assumptions at the level of the overall TBP to be developed relate to the performance of the interventions in the context of the PRSP because of the link between child labour and poverty. The higher the impact of PRSP related interventions, the more effective the specific interventions for elimination of WFCL will be.

Integral to the development and content of the SPF is the attempt to build a coherent framework around the strategic responses or interventions (carried out by different development partners) that have been identified as addressing the factors and variables causing the situation of the worst forms of child labour. This involves identifying the links between these interventions and making assumptions about how these linkages contribute to the overall objective and therefore are part of the design of TBP. An important assumption is that this linkage can be established and monitored throughout the implementation.

Many of the external factors are crucial contextual variables that determine the nature and magnitude of the problem. Assumptions about macroeconomic factors, employment situation, poverty related factors, and factors on population dynamics are important for determining the size of the problem of the worst forms of child labour, and therefore the number of children for which to design interventions. Further development of the knowledge base and the analytical work in the development of the SPF will identify additional assumptions.

The strategy of this project is based on a certain level of resources and any further expansion is under the assumption that additional resources will be mobilised. Another important assumption behind the strategy is the flexibility to redirect targeted interventions if the baseline and district level planning suggest less need or less priority in certain districts.

It is crucial to be able to monitor the contextual variables and it is therefore expected that indicators for these contextual variables will be identified through selection from the PRSP monitoring systems and other similar processes.

Some of the specific assumptions at the level of this project are:

- The general national policy environment, including PRSP, is conducive to further work on policies to combat child labour and in particular the WFCL;
- The institutional framework for the project is involved as appropriate in consultations on policy and therefore given the opportunity to provide inputs;

- interventions by development partners are implemented according to plan. Should this not be the case, then sufficient information is available about changes in their priorities so that the project can adjust its priorities in line with these changes;
- The LGRP will be implemented as planned or that alternative arrangements for community and district level development planning can be made;
- Government structures at different levels, particularly labour inspectors and district level planning officers, are in a position to be involved in the project as arranged given resource constraints and other priorities;
- The government will be in a position to adopt formally the policies that have been revised or formulated by the provided policy support;
- The elements of the project to be funded from the USDOL Education Initiative will be allocated and managed in such a way that it can be clearly integrated and linked with the other elements of this project.

Many of the sub-project components, either in part or in full, will be implemented through Action Programmes or sub-projects. These action programmes will provide more details on the specific assumptions for sub-project components.

## 4.6 Sustainability

Sustainability has to be achieved at the level of the SPF as overall long term sustainability and at the level of this specific project as interim (process) sustainability at the national level and specific sustainability at the community and district level.

The chosen project strategy is designed in the context of the broader SPF. The development and implementation of the SPF will have to include Sustainability as a major part of the strategy and put in place the mechanism and structures to support sustainable action on WFCL. Given the link between the elimination of WFCL and macro level performance on poverty eradication, the sustainability of PRSP and related processes will affect the sustainability of action against child labour.

Long-term sustainability can also be viewed as the ability to continuously analyse the changing situation of children and design policy and programme interventions on education and social protection that enables children to go to school and not work. This aspect of sustainability is addressed by the strategy of creating an enabling environment that include a knowledge base in the context of the SPF and building capacity for designing and implementing child labour sensitive interventions through targeting, that includes children and their families at risk for WFCL as one of the vulnerable groups. Creating the analytical capacity to maintain the knowledge base and ensuring child labour (and WFCL) sensitive interventions in other donor programmes are concrete parts of this strategy. The detailed and continued involvement in the PRSP, and related processes, established by the National Inter-Sectoral Coordination Committee for the TBP (NISC-TBP) through its secretariat and with the support of ILO-IPEC, is a key factor in ensuring that child labour is always one of the issues on the agenda.

The long-term sustainability in the context of SPF is also addressed through the support to policy interventions. These are to be seen as part of national development efforts and the sustainability question is therefore to be addressed in that context. While the policy inputs, once provided, are sustainable in process terms by being available and useful, the key to

depend on the continued level of political commitment at the national, regional and district level, and the degree to which mobilised partners and individuals see continued action and results in this field, leading to sustained change at both the macro and individual micro level. The successful development and implementation of the SPF, including child labour sensitive interventions by other development partners, will demonstrate such action and results. Sustainability of the targeted interventions are linked to the enabling environment and overall implementation of the SPF, including related interventions on education and social policies. Many of the elements of the enabling environment also works at the district level, such as capacity for child labour sensitive interventions by government and development partners; and the social mobilisation, awareness and advocacy. The key to sustainability for targeted interventions is the integration into district and community level structures and processes in the context of governance and decentralisation. This is particularly so for the child labour monitoring system if outcomes are to be sustained. The programme strategy addresses this by involving communities right from the start of the process in creating the community and district based knowledge base and initial plan that will identify and target families at risk, in mobilising the community for monitoring and in strengthening the capacity of community and district structures to integrate child labour issues in their planning of social services and development.

The general strategy of ILO-IPEC to implement its programmes through implementing partners as a concrete expression of mobilisation will enhance sustainability by further strengthening and expanding the community of organizations and structures experienced in action against child labour. The longer term perspective of this project of support and the SPF to be developed will also provide a more permanent and coherent long term framework in which these partner organizations can be strengthened, work together, learn from each other and achieve synergies and complementarities for more sustained action.

The Sustainability of the links to other programmes established as part of the targeted interventions will firstly be addressed in the strategy of the linked programmes, and secondly in terms of the targeted advocacy, mobilisation and specific capacity building that will enable development partners to include child labour as one of the factors in targeting and designing poverty related interventions.

It is expected that when the district and community level plans are developed, sustainability of the activities will given particular attention.



## 5.1. Institutional arrangement

### **5.1.1. National level**

A National Inter-sectoral Coordination Committee for the TBP (NISC-TBP ) will be established by the Ministry of Labour, Youth Development & Sports (MLYDS) in consultation with the Prime Minister's Office for the purposes of the overall co-ordination of the implementation of the project. The Child Labour Unit of the MLYDS will with increased capacity, become the secretariat of the NISC-TBP, and continue to be chaired by the Permanent Secretary. The Permanent Secretary in the Prime Minister's Office will chair the meetings of the NISC-TBP.


The present IPEC National Steering Committee (NSC), established in 1994 within the framework of the Memorandum of Understanding (MOU) between the Government of Tanzania and the ILO for the implementation of the IPEC Country Programme in Tanzania will become defunct with its functions taken over by the NISC-TBP. The NISC-TBP membership will include senior-level representatives from several relevant key Government Institutions, including the Prime Minister's Office, Ministry Of Labour, Youth Development and Sports, the Vice President's Office, the Planning Commission, Ministry of Education and Culture, Ministry of Community Development, Women Affairs and Children, as well as the Ministry of Regional Administration and Local Government. The committee will also have representatives from the Trade Union Congress of Tanzania, the Association of Tanzania Employers and Non Governmental Organizations. ILO-IPEC and other UN and International or Regional agencies and donors can participate in an observer cum advisory capacity. Key partners (UNICEF, DANIDA, AfDB and WFP) along with ILO-IPEC have already been selected to participate in the latter capacity while others may follow as they sign up to the partnership.

The committee will have quarterly meetings to strategize, plan, review and advise on the implementation of the project. Two sectoral subcommittees will be established within the NISC-TBP, one on commercial agriculture & mining and a second one on domestic service & prostitution. The sub-committees will oversee and monitor the progress of the programme in addressing the worst forms of child labour in the respective sectors, and identify policy options and measures required to sustain impact and expand coverage of target groups in the sectors.

### **5.1.2. District level and below**

Tanzania is currently implementing major reforms in its local government system. The main emphasis of these reforms is the involvement of communities and their organizations in determining the needs and problems and in identifying solutions and resources to solve those problems. By working in close partnership with local authorities and community-based organizations the programme will establish child labour as one of the major problems to be tackled in future development plans.

The Village Government is composed of about 25 elected members that meet once a month. They are assisted by government experts in agriculture, community development, education, animal husbandry, health and women and children's issues. They are accountable to the Village Assembly that is convened whenever necessary and in most



and hence this is where decisions about allocation of resources are taken. Village governments prepare their plans and budget, which are then incorporated into the district plans. The District Executive Director (DED) is responsible for the coordination of all district development plans and programmes. A child labour subcommittee of the District Social Welfare committee will be established in each of the selected districts. The subcommittee will be headed by either the district social welfare officer, or the district community development officer (subject to the availability of either of the two in the different districts and after consultations with the DED and the District Planning officer) who will also become the District Co-ordinator, Child labour (DCC). Nominal fees and limited facilities (see input section) will be provided to the DCCs as part of the capacity enhancement of the district councils in the area of child labour. These nominal fees represent a compensation for the overtime that DCCs are expected to perform in addition to their normal duties. Depending on the situation of the human resource capacity in the individual districts, the Social Welfare Committee might be advised to co-opt other appropriate officials, e.g. labour officer/inspector where there is one. ILO-IPEC will provide training and orientation on child labour to all the DCCs, through the Ministry of Labour, Youth Development and Sports.

The child labour subcommittee will provide advice and guidance on, and also monitor the worst forms of child labour situation in the district. The subcommittee will also consult with and advise village governments to include child labour concerns in their respective plans and budgets. It will mobilize local ownership of project activities. Depending on local needs, action programmes in certain areas, e.g. strengthening local capacities, may be implemented by district councils. Other local partners implementing activities on child labour in the district (NGOs, CBO; trade union, media) will be invited into the meetings of the child labour subcommittee for briefing and information sharing. The Project institutional framework is given in **Figure 4**.

## 5.2. Management and coordination

The project will be managed and supervised by an ILO-IPEC Chief Technical Advisor (CTA).

In addition to the Time-Bound Project management and supervision work, the CTA will in particular be responsible for the development of the broad-based national strategic framework for the TBP, including identification of training needs, resource mobilisation and building strategic alliances with the Government, other UN agencies, development banks, bilateral donors and international non-governmental organizations.

The project will recruit two national professionals and provide support to district councils to appoint 10 district coordinators. Administrative support will be provided by an administrative/finance assistant and a driver/clerk. The team of national professionals, will include a senior programme officer and a research & advocacy officer. Their main responsibility will be the day-to-day operations of the project interventions at district level. They will provide necessary training and assist partner agencies in programme design, delivery and reporting as well as closely monitoring their work on a regular basis. National consultants will be recruited on an *ad hoc* basis to provide specific technical inputs required.

At the district level the implementation of the project will be guided and facilitated by the field support structure consisting of 10 district coordinators. The district coordinators will have a particular role to play in facilitating the involvement of the district authorities in the project and supporting the respective implementing agencies responsible for the community monitoring activities. They will be located in the *local district offices*. The project team in Dar-es Salaam will supervise and co-ordinate the entire field structure.

The entire project will be managed by the CTA based in Dar-es-Salaam. S/he will report to the Director of the Area Office. The ILO Area Office in Dar-es-Salaam will provide political and administrative support and guidance. IPEC headquarters in Geneva will provide overall technical backstopping and share products developed under the USDOL financed IPEC project "Design and Implementation of National Time-Bound Programmes to Eliminate the Worst Forms of Child Labour". IPEC HQ will co-ordinate the implementation of the project with the donor and facilitate independent and other evaluation activities of the project.

The CTA will be responsible for operation, administration, monitoring and coordination of project activities. In line with statutory ILO monitoring procedures, the CTA and the project staff will undertake regular field visits to the different project locations in order to assess progress, identify implementation problems and take corrective measures. S/he will report regularly and when requested on the progress of the project to the NISC. The reports will also be submitted to the Director of the Area Office and IPEC headquarters in Geneva.

### **5.3. Linkages with other initiatives**

This project hinges on its capacity to develop strong linkages and collaboration with relevant activities ongoing or planned under government- or donor-funded projects, and filling in gaps directly where ILO-IPEC has a comparative advantage.

A broad partnership of national and international development partners will be required to reach the ambitious time-bound goals of the Government of Tanzania.

Time-bound activities related to the withdrawal of children from hazardous work, counselling and referral services and vocational education will be closely linked (with a high level of



child labour have been ongoing since 1978. Under UNICEF's strategic framework, child labour falls under the category of Children in Need of Special Protection Measures (CNSPM). To date, UNICEF has attempted to prevent child labour and other forms of child vulnerability through the extension of "child friendly schools" in 57 districts in Tanzania. The UNICEF country programme in Tanzania follows a highly decentralized field structure where district authorities oversee the implementation of the basic education, life skills, nutrition, HIV/AIDS, capacity building and community development initiatives.

Since 1999, UNICEF has supported a Complementary Basic Education and Training Programme (COBET) which provides alternative transitional education to out of school children. There are currently 10 COBET centres located in 5 districts (none in the districts being targeted under the TBP) that reach 1,500 children between the ages of 10 and 18 years. UNICEF-Tanzania has been fully involved and consulted in the TBP formulation process, and has expressed its commitment to support it through collaborative arrangements with IPEC and its implementing agencies. It is therefore foreseen that UNICEF's experience in working with District Councils, as well as its district-based social mobilization and education programmes will to a large extent positively influence the achievements of the TBP in the concerned districts.

**African Development Bank (AfDB)**

The AfDB has been working in the areas of education and poverty alleviation in Tanzania for some years. The AfDB has supported vocational training centres on the islands of Pemba and Unguja, the construction of 200 classrooms in primary schools, and some science laboratory facilities in secondary schools. In addition, AfDB has provided training and funds to micro-finance institutions (MFIs) as part of their poverty alleviation initiative. So far, approximately 40 households have benefited from this new poverty alleviation programme called the "Small Entrepreneurs Loan Facility" or SELF.

During their new funding cycle beginning in 2002, the AfDB plans to reach as many as 40,000 households in rural Tanzania under the SELF programme and to train 35 micro-finance institutions on this form of social financing. Sixty percent of the loan recipients will be women. Given the undisputable relationship between socio-economic well-being and a reduction in child labour, agreement was reached between IPEC and the AfDB whereby AfDB supported loans would be directed to child labour dependent households in the districts being covered under the Time-Bound Programme framework. Monitoring of the SELF programme would include a component on child labour, i.e. indicators to assess whether their loans have had a positive or a negative impact on child labour practices within a given household. The Government of Tanzania may also request additional funds (in the form of loans or grants) from the AfDB to support additional poverty alleviation or educational initiatives. Bilateral funding is also a possibility through the AfDB.

Planning, monitoring and evaluation of this project are an integral part of the project strategy and part of the management of the implementation of the project.

### **6.1. Planning, Monitoring and Evaluation as Integral Part of Project Strategy**

In the developed programme strategy, PME has been considered as follows:

- Child labour sensitive M&E tools will be developed that can be used by development partners as an integral part of the child labour and poverty related interventions.
- It can provide a very focussed process of awareness raising and mobilisation that by involving the community and partners in reviewing and deciding on interventions generates knowledge that is more relevant for a particular area.
- It will support dialogue and advocacy efforts for mobilising specific action and resources for development partners by documenting how specific interventions against child labour can make a difference.
- It can be an entry point for dialogue with other development partners by offering a child labour sensitive approach to M&E that can be used to demonstrate the importance of child labour sensitive interventions in other areas.
- Planning and M&E are some of the key capacities to be strengthened at community and district level, particularly in the context of participatory and community-based approaches.

### **6.2. Principles of Programme Planning, Monitoring and Evaluation**

The IPEC established procedures for programme planning, monitoring, reporting and evaluation, which are based on ILO procedures for technical cooperation projects, will be used throughout the cycle of the project. Given the strategic nature of this project and the built-in flexibility, the following general principles apply:

#### **6.2.1. At the level of the Strategic Programme Framework**

While the development of the SPF as part of this project will include a strategy for planning and M&E, the following are likely to be some of the principles to be considered:

- The process of ongoing M&E of the SPF and its different phases will in itself serve as a platform for mobilising specific action and resources by documenting where further action is needed and what the likely impact could be, thereby encouraging and justifying the investment of resources by particular development partners
- The SPF M&E process will have to be directly linked to the PRSP monitoring and evaluation process, in terms of sharing of information and timing of major review and analysis. The link to and use of information from the Household Budget Surveys (HBS), Integrated Labour Force Survey (ILFS) and Population and Housing Census will be included.
- The focus of the M&E process of the SPR will be on the linkages between the components of the SPF, including programmes implemented by other development partners. Appropriate arrangements will be clearly established for the monitoring and

knowledge base. Building local capacity for M&E specific to CL/WI/CL by twinning research capacity institutions with institutions possessing local and technical knowledge should be considered so that independent, but knowledgeable M&E can take the place of future interventions.

- As the SPF will work at different levels, the monitoring and evaluation at the strategic level and targeted intervention level will be clearly identified.
- The M&E system will be built, to the largest extent possible, on other M&E systems and will be integrated as appropriate, including at the district level, with Poverty Monitoring Systems, existing government data collection and monitoring systems, and M&E systems operated by other development partners at various levels. A particular link is to the community monitoring systems, which will provide information on the specific situation of children and their families that have benefited from interventions.

#### **6.2.2. At the District Level (targeted interventions)**

The district plans to be developed as a specific output of the programme strategy will include monitoring and evaluation elements, including specific monitoring and evaluation of interventions geared towards specific target groups. In developing these elements, the following principles will apply:

- The link between community monitoring and programme monitoring will be clearly identified
- Stakeholder, community-based and participatory approaches (incorporating gender analysis) will be included in community level work. This will allow for cross-checking and validation of relevance to beneficiaries of the findings of more formal monitoring and evaluation systems.
- Reviews and evaluation at the district level will be built around relevant points in community based approaches, such as meetings on development plans, planning for new school year etc.
- Links to existing administrative system on education, health etc. and district level poverty monitoring systems will be explored to anchor the monitoring and evaluation in already established approaches.

### **6.3. Planning, monitoring and evaluation of implementation of the project**

#### **6.3.1. Overall programme level**

Initial *planning meetings* with key partners and development partners identified at this stage will be organized at the beginning of the Project.

Upon consolidated analysis of baseline data from districts and initial review of the situation in areas of policy support, mobilisation and awareness raising, including the first attitude survey, a programme monitoring and evaluation plan will be prepared revising the list of indicators to ensure that indicators are detailed, quantifiable, and result-oriented based on the results of the baseline survey, and an assessment of the feasibility of the means of verification.

Additional indicators at different levels of the project can be added. The plan will include details of the specific evaluations planned for individual components and their relationship to each other and the overall evaluation of the project. It will also include the process for impact monitoring and assessments of displacement, and links to broader national level monitoring and evaluation processes. It will also make specific recommendations on the

implemented. A copy of the work plan will be submitted to partners and USDOL within one month after project implementation has started.

A specific monitoring and evaluation plan will be developed as part of the community and district level plans to be developed. It will be clearly linked to the overall monitoring and evaluation plan for the programme and to the monitoring and evaluation process of linked interventions and other relevant district level programmes and structures.

Regular review meetings will be organized with all partner agencies in order to appraise progress, review obstacles and define strategies for improvement. These meetings can be organised at various levels with different composition to allow for the most effective review of linked components.

ILO will report quarterly to the partners and donor on progress achieved, problems faced and proposed corrective action based on programme monitoring activities and the regular progress reports required by ILO-IPEC established procedures. This will include reporting on indicators as established in the programme monitoring plan. Appropriate reporting mechanisms for partners will be developed that ensures maximum use and involvement of partners in the development of the SPF and the further mobilisation of resources.

Reporting to the donor will be in accordance with the reporting schedule and format agreed on with donor and will include two general status reports (March and September) and two detailed technical reports (June and September). In addition ILO will submit detailed financial reports on a biannual basis.

Changes to or revisions of the project document, or the budget, will be done in accordance with the USDOL/ILO-IPEC Management procedures.

ILO-IPEC will undertake field missions to project sites, including Action Programme sites, to monitor programme implementation. These will involve district level structures as appropriate. The Regional Design, Monitoring and Evaluation officer will support this process.

An annual self-evaluation report for the whole programme will be prepared in accordance with ILO procedures. This will form the basis of an annual report to be shared with partners and distributed more widely.

*A mid-term evaluation process* will take place at the most appropriate time during the implementation as agreed upon by the partners, the donor and ILO-IPEC and in accordance with the developed monitoring and evaluation plan. It will be timed to coincidence with the availability of impact monitoring data from national and district level surveys. One of the primary purposes will be to review changes in the targeted interventions.

*A final evaluation process*, managed externally, will be conducted for the project. It will be conducted close to the end of the project and will be built on final evaluations at other levels and for sub-programme components. It will involve development partners as appropriate and have as one of its purposes to provide information for the further development and implementation of the SPF, including expansion and scaling up. It will be timed to coincide with the availability of impact monitoring data from national and district level surveys

The nature of these evaluation processes (specific purpose, timing, issues to be addressed



for a framework in which they could take place. Subsequent phases of this project could include funds for ex-post evaluation and impact assessment for the targeted interventions in the project as part of enhancing knowledge on whether chosen interventions also have long term impact. The community monitoring system will also be able to provide comprehensive data for the impact assessment as the system continues beyond the duration of the programme. The use of a tracer study methodology as a cost-effective approach to impact assessment will be considered.

USDOL will be informed of and invited to participate in all major events related to this programme as a key partner in the SPF process.

The National Inter-sectoral Coordination Committee and related national mechanisms will be involved in the process as appropriate, and will receive a copy of the evaluation. All evaluations and reviews will include appropriate development partners to facilitate sharing of experiences and the process of scaling up

The USDOL reserves the right to request that the ILO's external auditor undertake a financial audit of this project. In the eventuality that such an audit is requested, additional terms of reference governing the audit would be agreed upon by the donor and the ILO, and attached as Addendum to this Document, and additional funds would be set aside to meet the costs of the audit.

#### **6.3.2. Action Programme Level (Individual Implementing Partners)**

The implementation of the Project will be partly subcontracted to implementing agencies. In line with regular ILO-IPEC procedures, formal agreements between the implementing agency and the ILO, include an Action Programme Summary Outline (APSO, i.e. project document in the logical framework format, together with an overall work plan) and a detailed budget. This will be developed by the implementing agencies in consultation with the ILO-IPEC field staff. IPEC Geneva will obtain the approval of the relevant ILO departments. Within one month of signature of the subcontracts between the implementing agencies and the ILO, the implementing agencies will submit a detailed Work plan, which will include a programme monitoring plan.

Copies of Action Programme Summary Outlines for Action Programmes with more than a US\$100,000 budget approved in the period covered will be included with the technical progress reports to USDOL.

The project management will hold regular specific planning meetings with implementing partners. Implementing agencies will be required to organize regular consultations with their target groups, including at the design stage of the action programme. This will be coordinated with the overall district level plan and process for community involvement and capacity, including participation of District Coordinator Child Labour.

Progress and financial reports, and expenditure forecasts will be prepared by the implementing agencies on a fourth-monthly basis.

Project monitoring and self-evaluations (mid-term and final) will be carried out for each Action Programme by the implementing agencies according to the ILO-IPEC procedures. These will be coordinated with the overall evaluation plan for the programme to provide a coherent evaluation of the programme as a whole for the purpose of adjustment of strategy

## 7.1. Inputs

### 7.1.1. Inputs by the donor

*Project management and coordination*

**National level** : US\$ 985,900

Cost for Chief Technical Advisor (42 w/m US\$571,100); 2 Programme Officers (84 w/m US\$210,000); 1 Admin/Finance Assistant (42 w/m US\$57,800); Driver (42 w/m US\$34,000); Official travel (US\$25,000); Office rent (US\$15,000) Vehicle (US\$18,000); Equipment and furniture, - Computers, printers, photocopier and desks (US\$20,000); Operations & Maintenance US\$20,000); Other expenses - telephone, fax, electricity and stationery (US\$15,000).

**IPEC Headquarters**: = US\$30,000

International travel, e.g. 5 trips from HQ (US\$30,000)

Both the Chief Technical Advisor and the two national officers are also directly responsible for the technical delivery of inputs on the development of SPF, district level planning, capacity for targeting and implementing of child labour sensitive interventions, and mobilisation and advocacy.

*Component I: Activities contributing to a conducive environment for the elimination of the WFCL*

### **Capacities & processes & awareness raising**

Cost for consultations, meetings and training - 10 meetings cum training workshops at US\$ 3,000 each (US\$30,000); national consultants (12 w/m - US\$36,000); supporting child labour components in planned surveys and other data collection efforts - national consultants (3 w/m US\$15,000) and direct support to Bureau of Statistics for data collection and processing (US\$55,000); production of awareness raising material - brochures and posters (US\$25,500) - and organizing plays - minimum 3 at US\$ 1,500 each (US\$30,000); production of quarterly newsletter (US\$18,000); undertake second attitude survey (US\$45,000).

### **Legal & social policy**

Cost for support to Working group on Child Law and advisory - national consultants (5 w/m US\$15,000); support to employers' and workers' organizations to organize consultations with affiliates - 5 consultations at US\$ 3,000 each (US\$15,000); national consultants (3 w/m US\$9,000).

### **Micro-economics/employment/poverty**

Cost for national consultancies to undertake analytical work (5 w/m US\$15,000); cost to produce instruments, tools and guides to assess the vulnerability of families to WFCL and measure impact of income generation programmes on the WFCL - national consultants (8

Cost for research agencies to undertake baseline surveys and follow up impact assessments in collaboration with community.

US\$15,000 per district on average.

### **Withdrawal of children, provision of transitional education and other services**

Provision of transitional education - including supervisors, teachers, premises, training for teachers, book supplies, rehabilitative, counselling services, re-integration into families/communities and drop-in centres for abusive cases.

US\$45 per child X 30,000

### **Provision of marketable pre-vocational skill development for older children**

Cost for district labour market surveys and vocational training programmes for approx. 25 per cent of the project beneficiaries, including developing and implementing tailor-made vocational skill development training programmes.

US\$140 per child on average X 7,500.

### **Economic empowerment of families and related training to adults**

Income generation schemes for those that cannot be linked-up.

US\$90 X 2000 families.

### **Community mobilization:**

Cost of community mobilization and monitoring system.

US\$10,000 per district on average.

### **Capacity building:**

Cost for 10 districts coordinators - nominal fee of US\$ 280 per month, representing overtime of a minimum of 2 hours per day at about US\$4,5 per hour( US\$120,000); motor cycles (10) (US\$40,000); Mobile phones (10) (US\$2000); operations, including telephone charges, and stationery (US\$25,000)

Budget for Capacity building activities.

5 meetings cum workshops at US\$1000 each per district (US\$ 55,000).

### *Project evaluation*

Additional support to programme evaluation will come as part of the IPEC/USDOL project on Design and implementation of the TBP, including a regional Design, Monitoring and Evaluation officer.

Planning and coordination workshops:

(US\$ 33,000)  
Final: 3 w/ms x \$6,000, travel 2 people US\$10,000, workshop at national level at US\$ 5,000 (US\$33,000)

Impact monitoring surveys (repeat mini-baseline) in districts US\$42,500.

Provisions for cost increase and programme support income.

#### **7.1.2. Inputs by the ILO**

The ILO and IPEC have covered part of the cost of developing this project through the staff time of some of those involved. The ILO, through the IPEC project, will provide backstopping to the implementation of the project. It will also provide technical and administrative support through the ILO Area Office and ILO Multi-Disciplinary Team in the region and will cover part of the staff costs for technical expertise from the relevant ILO units.

#### **7.1.3. National contribution**

In general, the national contribution is provided through normal public expenditure funding of programmes and interventions that this programme of support is linked to and complement.

The indicative contribution of the Ministry of Labour, Youth Development and Sports to the TBP will amount to US\$816,000. The work and strengthening of the Child Labour Unit as the secretariat for NISC-TBP will be funded by the Ministry or other sources. The Government will also support (through DANIDA funding) a labour law reform process to bring labour legislation in line with Convention 182 and 138 and the goals of the TBP. Side by side, the Government will undertake a policy review and be responsible for disseminating revised policy. Support towards the strengthening of the labour inspectorate and their district/community based monitoring will be provided through training and orientation workshops. Finally, the Government of Tanzania shall provide support towards vocational skills training and micro-enterprise development for parents of children and youth at risk of entering child labour or being withdrawn from hazardous work.

Contributions of other Government Ministries or institutions will predominantly be in kind and will consist of the involvement and time of government officials at all levels (national, regional, district) according to their responsibilities. National implementing partners are also in accordance with standard ILO-IPEC practices expected to contribute resources in-kind equivalent to a minimum of 10 per cent of the resources of the Action Programmes or sub-projects that they will be responsible for.

#### **7.1.4. Other development partners**

The inputs required for the programmes of other partners that this project is linked to, will be provided as part of the implementing framework of these programmes. In the context of the joint or coordinated monitoring and review process, the time lines of these projects in terms of coverage and point of intersection will be determined.

## 7.2. Budget

The contribution by the donor is budgeted at US\$5,406,168 for 42 months. A budget is attached with indicative planning figures. Other sources reflect anticipated inputs through ongoing ILO programmes, programmes of key donor partners and in particular resources to be allocated under the USDOL TBP Education Initiative. Figures quoted for the latter inputs are rough estimates including an average provision for cost increase and overhead cost of the executing agency at approximately 18 per cent.

Project budget			Other sources		
Budget item	Description	US\$	Anticipated education resource	others	Government
<b>Management and coordination</b>	<b>National level :</b> US\$985,900 Cost for Chief Technical Advisor (42 w/m US\$ 571,100; technical officers (84 w/m US\$ 210,000); 1 Admin-Finance Assistant(42 w/m US\$ 57,800); Driver (42 w/m 34,000); Official travel (US\$ 25,000); Office rent (US\$15,000) Vehicle (US\$ 18,000); Equipment and furniture, - Computers, printers, photocopier and desks (US\$ 20,000); Operations& Maintenance (US\$ 20,000); Other expenses - telephone, fax, electricity and stationery (US\$15,000)  <b>IPEC HQ:</b> = US\$ 30,000 International travel, e.g. 5 trips from HQ (US\$ 30,000)	<b>1,015,900</b>	Cost for 1 education coordinator P3/P4 and 1 Admin - Assistant for 42 w/m each + related operational expenses and overhead cost  <b>US \$600,000</b>	<b>IPEC/USDOL</b> Regional Commercial Agriculture / Child Labour project - Tanzania component : 1 technical officer commercial agriculture, secretary and car ( 2001-;2004)  Possibly 1 technical officer on child domestic workers through planned <b>IPEC HQ /SIDA</b> support to a global IPEC project on Child Domestic Workers (2001-2004)	Steering Committee and Child Labour unit <b>US\$ 126,000</b>
Component 1: enabling environment conducive to elimination of WFCL - at national level					
<b>Implementation mechanism:</b> Individual consultants; reputed research organizations; NGOs; workers' and employers' organizations; and resources directly delivered by IPEC through CTA and national professionals in workshops and other events	<b>Capacities &amp; processes &amp; awareness raising</b>  Cost for consultations , meetings and training- 10 meetings cum training workshops at US\$ 3,000 each (US\$ 30,000); national consultants (12 w/m - US\$36,000); supporting child labour components in planned surveys and other data collection efforts - national consultants (3 w/m US\$ 15,000) and direct support to Bureau of Statistics for data collection and processing (US\$ 55,000); production of awareness raising material, e.g. brochures and posters for distribution at national level (US\$25,500) and organizing plays - minimum 3 at US\$1,500 each (US\$4,500); production of quarterly newsletter (US\$ 18,000); undertake second attitude survey (US\$ 45,000).	<b>229,000</b>		<b>IPEC HQ /USDOL</b> Project for the design and implementation of TBPs <b>UNICEF</b> (unspecified)	Strengthening of labour inspectorate by MLYDS <b>US\$ 90,000</b>
	<b>Legal &amp; social policy:</b> Cost for support to Working group on Child Law and advisory - national consultants ( 5 w/m US\$ 15,000):	<b>39,000</b>		<b>DANIDA</b> US\$ 260,000 assistance to MLYDS to support law reform including child labour related	Policy review and dissemination. <b>US\$40,000</b>

	support to employers' and workers' organizations to organize consultations with affiliates - 5 consultations at US\$ 3,000 each (US\$15,000); national consultants (3 w/m US\$9,000).				issues. <b>ILO/USDOL</b> Declaration project- Tanzania component: assistance to training of judges <b>ILO-IPEC HQ /USDOL</b> Project for the design and implementation of TBP's <b>UNICEF</b> (unspecified)	
	<b>Consultations &amp; Advocacy: Education and vocational training</b>			Cost for a major national consultation on education and publishing of its findings ; education knowledge network; stakeholder consultations; establishment of advocacy mechanism etc. <b>US \$500,000</b>	<b>UNICEF</b> (unspecified) <b>IPEC HQ /USDO L</b> Project for the design and implementation of TBP's	Ministry of Labour through VETA and other facilities. <b>US\$400,000</b>
	<b>Micro-economic./employment/poverty</b>  Cost for national consultancies to undertake analytical work (5 w/m US\$15,000); cost to produce instruments, tools and guides to assess vulnerabilities of families to WFCL and measure impact of income generation programmes on the WFCL - national consultants (8 w/m US\$24,000)	<b>39,000</b>			<b>IPEC HQ /USDO L</b> Project for the design and implementation of TBP's <b>ILO Jobs for Africa project</b> <b>ILO/UNICEF/WB</b> project on .... (US\$100,000)	Poverty alleviation projects of Ministry of Labour. <b>US\$160,000</b>
	<b>subtotal</b>	<b>307,000</b>				
<b>Component 2 :Targeted interventions <u>directly</u> benefiting children - at district level</b>						
<b>Implementation mechanism:</b>  District authorities; community organizations; reputed research organizations; NGOs; workers' and employers' organizations	<b>baseline surveys &amp; planning</b>  Cost for research agencies to undertake baseline surveys in collaboration with community at US\$15,000 per district on average	<b>165,000</b>		Cost for educational component of baseline surveys and follow-up impact assessment at district level at US\$ 15,000 per district on average + overhead cost <b>US\$195,000</b>	<b>UNICEF</b> (unspecified) <b>IPEC/USDOL</b> Regional Commercial Agriculture / Child Labour project - Tanzania component <b>IPEC HQ /USDOL L</b> Project for the design and implementation of TBP's	

	<b>Withdrawal of children, provision of transitional education and other services</b>  Provision of transitional education - including supervisors, teachers, premises, training for teachers, book supplies, rehabilitative, counselling services, re-integration to families/communities and drop in centres for abusive cases, etc... at US\$45 per child X 30,000	1,350,000	Cost of supplementary services in the area of transitional education, such as health care, recreation, peer support networks, mainstreaming of children into formal schools at approx. US\$10 per child 30,000+ overhead costs  <b>US\$ 350,000</b>	<b>UNICEF (unspecified) IPEC/USDOL Regional Commercial Agriculture / Child Labour project - Tanzania component</b>	
	<b>Provision of marketable vocational skill development for older children</b>  Cost for district labour market surveys and vocational training programmes for approx. 25% of the project beneficiaries, including developing and implementing tailor-made vocational skill development training programmes US\$140 per child on average X 7,500	1,050,000		<b>IPEC/USDOL Regional Commercial Agriculture / Child Labour project - Tanzania component</b>	Ministry of Labour through VETA and other facilities...
	<b>Strengthening of public education</b>	0	Cost for support activities to make formal schools more accessible for (ex) working children, including teachers' training, curriculum development and advocacy <b>US\$ 1,150,000</b>		
	<b>Economic empowerment of families and related training to adults</b> Income generation schemes for those that cannot be linked-up at US\$90 X 2000 families	180,000		<b>AfDB SELF programme WB: TASAF DANIDA: Business sector programme ILO Jobs for Africa project ILO Linkages project</b>	Poverty alleviation projects of the Ministry of Labour and others
	<b>Community mobilization:</b> Cost of community mobilization and monitoring system at US\$ 10,000 per district on average	100,000	Support for education enrolment drives by communities. US\$40,000 per district on average <b>US\$520,000</b>		
	<b>Capacity building:</b>  Cost for 10 district coordinators (excluding Dar Es Salaam) - fee of US\$ 280 per month, representing overtime of a minimum of 2 hours per day at about US\$4,5 per hour ( US\$ 120,000); motor cycles (10) (US\$40,000); Mobile phones (10) (US\$ 2000); operations, including telephone and stationery(US\$ 25,000)  Budget for Capacity building activities at - 5 meetings cum workshops at US\$1000 each per district (US\$55,000)	242,000	Capacity in the area of education  US\$40,000 per district  <b>US\$520,000</b>		

	<b>subtotal</b>	<b>4,409,900</b>
<b>Planning and evaluation</b>	Planning and coordination workshops: At national level: 2 major workshops, at US\$ 8,000 each (US\$16,000) At district level: 2 per district at US\$1,000 each (US\$22,000)  Evaluation processes : Mid-term : 3 w/ms x \$ 6,000, travel 2 people US\$ 10,000, workshop at national level at US\$ 5,000 (US\$ 33,000) Final: 3 w/ms x \$ 6,000, travel 2 people US\$ 10,000, workshop at national level at US\$ 5,000 (US\$ 33,000)  Impact monitoring surveys (repeat mini-baseline) in districts US\$42,500.	<b>146,500</b>
<b>Subtotal</b>		<b>4,556,400</b>
<b>Project Support cost (at 13%)</b>		<b>592,332</b>
<b>Cost increase</b>		<b>257,436</b>
	<b>TOTAL IN US\$</b>	<b>5,406,168</b>

Planning and evaluation cost for education component <b>US\$165,000</b>		
<b>US\$ 4,000,000</b>	<b>N.A.</b>	<b>US\$ 816,000</b>

<b>7. 3. TENTATIVE TIMETABLE (42 months)</b>	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4	Q1	Q2	Q3	Q4
<b>Output 0:</b> Planning, coordination and implementation mechanism in place																
framework, including mobilization of the necessary human and financial resources for scaling up interventions and support to an institutional framework for the coordination of the SPF.																
interventions.																
consequences and are mobilized to take action.																
the Minimum Age Convention (No. 138), 1973 and the Worst Forms of Child Labour Convention (No. 182).																
risk																



<b>Output 9:</b> Reduced vulnerability of TBP-target households to income shocks, sickness and socio-demographic conditions that contribute to entrapment in the vicious cycle of poverty.																	
target groups to be identified for appropriate interventions, establish underlying information to monitor and evaluate project interventions, and improve understanding of local community, planners, policy makers about the situation of working children in general.																	
of WFCL and its negative consequences as well as the legal provisions related to this.																	
being made towards the prevention and elimination of child labour in the identified sectors in the target districts																	
implementation of income generation projects.																	
actors developed.																	
based interventions of donors in this area																	



**Annex A 1:** Children in Prostitution

**Annex A 2 :** Children in Domestic Work

**Annex A 3:** Children in Mining

**Annex A 4:** Children in Commercial Agriculture

## 1. Background

### *Problem analysis*

Child prostitution is on the rise in Tanzania. The actual magnitude of the situation is not known due to lack of research and the hidden and illegal nature of the practice (see Box. 4 in the main document). However, children in prostitution exist in all major cities and town areas.

Poverty, the lack of educational opportunities among girls, urbanization, and tourism have contributed to the increase of the phenomenon in recent years. Due to acute poverty, unfavorable learning environment, the practice of expelling pregnant girls from schools, a large number of young girls have to look for work. Many end up on the streets but have no means to survive and end up in prostitution. Parents give away their young daughters in marriage in exchange for dowry. Attempting to escape the marriage trap, many young girls enter prostitution. Some children are trafficked from rural areas for work in domestic service, later to escape from the extreme working conditions and thus become victims of prostitution. Also, many young girls, aged 7-18, migrate from rural areas to look for work in urban areas such as Dar Es Salaam, Arusha and Mwanza. Some of them end up in prostitution. There are other contributing factors to children entering prostitution such as family disintegration, female headed households and HIV/AIDS which leave many young children orphaned, having to take care of themselves and their younger siblings.

In preparation for the TBP in Tanzania, IPEC conducted a Rapid Assessment on the situation of children in prostitution in 4 main regions namely, Dar Es salaam (Kinondoni district), Mwanza, Iramba and Songea. 250 child victims of prostitution were interviewed. The main findings are as follows:

- The age range of the children is between 9-17, the majority are between the age of 13-17.
- The children come from all large regions in the country ( Mwanza, Singida, Kilimanjaro, Iringa, Mbeya, Mara, Shinyanga, Kagera, Dodoma, Tanga, Arusha, Dar es Salaam).
- The majority (60%) don't have family.
- 80% left their home when they were young.
- 25 per cent are former child domestic workers.
- 95% experienced some extreme forms of physical and sexual abuse (rape, robbery, battering, kidnapping, forced drugs use, harassment).
- 20 per cent had unplanned pregnancies.
- The practice takes place in guest houses, bars, local brew shops, clubs, and brothels.
- Most victims are girls while some boys were found in prostitution.
- The clients come from all sectors of the society, i.e. males frequenting the bars, owners of bars and hotels, middle class workers, businessmen, foreigners, truck drivers, taxi civers, police, and government officials.

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### *Effects of prostitution on child victims*

and STDs. Other health problems include tuberculosis and general body malaise. The children complained about feeling tired and having abdominal pain.

About 20 per cent of children interviewed in the rapid assessment had unplanned pregnancies which can lead to unsafe abortions or having babies for unknown fathers. Children were exposed to several drugs such as alcohol, cigarettes and bangi (marihuana). They use drugs as a means of stimulation and to create a positive motivational attitude to deal with their clients.

The majority of children enter prostitution at an early age, some as young as 9 and 10. General health care was a problem since they do not even understand well the physical changes the body goes through. Some 95 per cent of the girls acknowledged that prostitution is a high-risk activity; always they face clients and police who abuse, beat, and rape. Some have experienced permanent deformities, others are dead. The majority are ill with different types of diseases and many with HIV/AIDS.

The children said they suffer loneliness. They also live in fear of possible violence and abuse - for example, when they are forced to provide group sex. Most of them talked about sharp weapons, like knives and razor blades.

Children in prostitution are regarded by the authority as loiterers. It was found that, police harass children in prostitution, i.e. 84 per cent of the children were battered or tortured by the police and forced to provide sex. Some children had been arrested and put in prison and in order to be released had to pay a bribe (sex with police or prison officials).

#### *Existing response*

The Government of Tanzania is committed to addressing the problem of children in prostitution in Tanzania. The issue was identified as a priority by the Government of Tanzania since it announced its intention to address the worst forms of child labour in the framework of the TBP in May 2000. This priority has been reaffirmed by all stakeholders at the National Round Table meeting organized in May 2001 in the preparation for the launching of the TBP.

Awareness raising about the worst forms of child labour has been carried out through various media such as newspaper, radio and television. The Department of Information Service has been in the forefront of mobilizing the media network to report on various aspects of child labour, including children in prostitution. An inter-agency media consultative group on the worst forms of child labour has been established to promote, coordinate and review the media coverage on a monthly basis.

Substantive work has also been done to build capacity to address the worst forms of child labour at district level. During 2000-2001, IPEC has supported the Ministry of Labour and Youth Development to address the worst forms of child labour in collaboration with district governments. The project aimed to promote the integration of child labour issues in the local government structures and to enhance networking among various actors at the district and national level. Workshops on the worst forms of child labour have been organized in 10 districts

in order to identify concrete measures for combating the child labour problem, including those districts where children in prostitution is a prominent issue. The Ministry will also organize workshops for social partners and existing IPEC implementing agencies in order to mobilize

start of the programme a workshop was organized to mobilize the participation of local authorities and communities. It was attended by a wide range of local partners, namely regional officers, municipal officers, police, education officer, health officers, primary school teachers and officials, guest house owners, religious leaders, local NGOs and youth.

A number of preventive measures is being implemented such as awareness raising among community members and mobilization of communities to identify children at risk and explore solutions, i.e. reintegration of children back into schools, providing alternative means of livelihood. Withdrawal and rehabilitation of the victims were conducted through counselling, reintegration into non-formal education and skills training, provision of health care (i.e. HIV tests, treatments for STDs) and shelters. Some of the former victims have been trained to be peer educators so that they reach out to other victims. KIWOHEDE introduces several cultural activities such as music, songs, dance, theatre as recreational activities, a means to encourage children to express themselves, to share experience and aspirations. These activities are also a therapy for children recovering from traumatic experiences. Some 1000 girls have been reached through group counselling and 240 girls withdrawn from prostitution and reintegrated into basic education and vocational training.

Communities have formed community-based task forces to prevent children from entering prostitution in their respective communities. They readmit girls into school, do outreach work with community members and the girls at risk. Several peer groups have been formed to reach out to other girls at risk and help them to become aware of the dangers of prostitution.

Other NGOs are also addressing the children in prostitution issue in Dar Es Salaam and other urban Areas. Kwetu Counselling provides guidance and counselling to women in prostitution by visiting them in the places they operate at night. Population Services International (PSI), an NGO active in health awareness and education among women in prostitution, has been in contact with some children through the network of peer educators. PSI supports women and children with health awareness and training, i.e. encouraging women and children to protect themselves by using condoms. PSI is in regular contact with 2,800 women and it believes that 40 per cent of them are children under the age of 18.

## **2. Project strategy and approach.**

The main objective of the project for this specific target group is to prevent children at risk (i.e. forced into early marriage, behavioural problems, girls with single or no parents, girls working on the streets, etc.) from entering prostitution and other forms of child labour; and to withdraw and rehabilitate the victims. The implementation will be closely linked with intervention to prevent and eliminate hazardous work and exploitative conditions of children in domestic service.

Two main integrated components will be applied, namely the development of relevant policy inputs for the strategic programme framework on the WFCL and combatting the prostitution of children and implementation of direct intervention with the target children, their families and communities at district level. Linkages will be established with ongoing initiatives addressing HIV/AIDS, reproductive health education, campaigns for education for girls, etc. In addition, the project will also address the demand side of the practice, namely the clients and the operators (brothels, bars, etc). Lessons learned will provide a basis for wider replication aimed at the total elimination of the problem by 2010.

prostitution as loiterers, arresting them and putting them in prison, has to be changed. Law enforcement with child-friendly legal procedures will have to be in place. Third, support services for the victims and their families are urgently needed to assist those at risk as well as those already trapped in prostitution.

## **2.2. Direct intervention with target children and their families**

Direct interventions aimed at preventing the problem and withdrawal and rehabilitation of the victims as part of project component II will include:

### Public awareness, community mobilization and monitoring

Communities and their organizations will be mobilized to identify children at risk of entering prostitution and other forms of child labour and explore options. Combatting the prostitution of children requires the concerted effort of many actors, government institutions, NGOs, the media and the society at large. The problem cannot be solved without addressing the demand side of the practice. The public at large will be mobilized to build public opinion that children have the right to be free from sexual exploitation and that they are victims and not perpetrators. Campaigns targeting the clients will be conducted in order to create the awareness that sexual exploitation of children is legally and morally wrong. Where appropriate, the former victims of prostitution will participate in awareness raising activities in order to make their plight heard by the society.

As communities play a central role in addressing child labour and children in prostitution, community organizations (i.e. Child Labour Committees) will be supported to carry out community monitoring tasks, including identifying children at risk of entering prostitution and their families, making an inventory list of those children, facilitating their placement formal and non-formal education (and other services) and reporting on progress made towards the prevention of child labour in the community. The report will be shared with community members and the concerned district authorities for further follow-up and action. It will also be used as one of the main inputs for the TBP review, monitoring and evaluation process.

### Withdrawal of children, counselling, referral services, access to transitional education, mainstreaming into formal education and provision of marketable pre-vocational skills development for older children

Educational needs of children at risk and those withdrawn from prostitution will be identified. According to their needs, they will be provided with formal and non-formal education, vocational training and other support services, such as shelters, health care, counselling, re-integrating with their families (where possible), and economic alternatives. Recreational activities, which promote the children's participation through music, arts, theatre, and dance, will be organized as part formal and non-formal education. Support network, i.e. self-help groups, reference to other service providers, will be developed for pregnant victims, victims with HIV and victims with young children.

### Economic empowerment of families

The sustained solution to the problem will depend, to a large extent, on the capacity of the

limited. Many actors at local and national level will have to be mobilized to combat the prostitution of children. Workshops and training will be organized during the implementation of the TBP among potential implementing agencies to review existing experience, discuss working methodology in the prevention of the problem and rehabilitation of the victims and identify the training needs to build the necessary capacity and expertise. An important aspect of capacity building is the development of a network and coalition among various actors so that they address children in prostitution through combined efforts and means of action. Workshops and fora will also be organized for all key actors to review progress of and obstacles to action to combat the prostitution of children, and share and learn from each other's experience.

### **3. Collaborating partners**

This programme will be implemented in collaboration with several partner agencies. At the national level, key Government ministries, national NGOs, the ILO constituents, the academic institutions, youth groups, religious bodies, and the media will be mobilised to support action aimed at policy development, awareness raising and social mobilization.

At district level, local authorities such as the district and village governments, local NGOs and community organizations will be mobilised to implement direct intervention aimed at preventing the problem and rehabilitating the victims. Families and the children themselves will be actively involved in the implementation of direct interventions at the community level and in awareness raising at national level.

Partnership will be built with other ongoing programmes such as education for girls, programmes on HIV/AIDS, economic alternatives for families etc, in order to effectively address the needs of children in prostitution and their families.

## **Annex A-2**

### **Prevention and Elimination of Worst Forms of Child Domestic Labour in Selected Districts of Tanzania**

Geographical coverage: Arusha, Kondoa, Iringa Rural, Dar Es Salaam

#### **1. Background and justification**

Child domestic work is one of the most common forms of child labour in many countries including in Tanzania (see box 4 of the main document). Most of the children in domestic service are girls, though some cases of boys have been found. Young girls from poor families in rural areas enter domestic service at a very young age, some as young as 7 years of age, while the majority enter domestic work between the ages of 13-17. Most of them belong to low income/peasant families with little or no education at all. They find jobs in domestic work in cities after being recruited by their employers, friends or agents. All types of families – upper class, middle class and lower income families - engage children to carry out domestic work.



Domestic workers in general and children in particular have to work extremely long hours for a very small salary and sometimes no salary at all. For children who live in the households of their employers, the day begins at 5 in the morning and they work till 10 in the evening with no time or little time to rest. They spend their day doing different tasks, namely cooking, washing, fetching water, looking after young children etc. There is no annual leave and therefore they rarely have the chance to return to their families. The situation is slightly better for children who do not live with their employers. They have shorter working hours and Sundays are days-off. In general they either earn a very small income or are unpaid. They do not get enough food nor sufficient rest. They are not allowed to have the same food as their employers – sometime they only get what is left over. They do not have a proper place to sleep - often they have to find a corner of the house. As a result they are generally in poor physical health.

Many children are constantly abused by their employers, physically and emotionally. Some are forced to have sex with the employer or other male members of the families. This often leads to unwanted pregnancy, sexually transmitted diseases and HIV/AIDS. Once the employers realize that the girl is pregnant, she is thrown out of the job.

Child domestic workers who live with their employers are isolated and rarely have the opportunity to interact with the outside world. Many children run away from the unbearable working conditions and look for new jobs. Some end up in the streets and encounter more problems including being forced into prostitution. Others return to their villages.

While there are some children in domestic service who benefit from work ( i.e. receive reasonable pay, have a chance to learn some extra skills), the majority experience hazardous and exploitative practice and some are in extreme situations similar to the practice of slavery.

#### *Existing response*

The Government of Tanzania is committed to addressing the problem. The issue was identified as a priority by the Government of Tanzania since it announced its intention to address the worst forms of child labour in the framework of the TBP in May 2000. This priority has been reaffirmed by all stakeholders at the National Round Table meeting organized in May 2001 in the preparation for the launching of the TBP.

Awareness raising about the worst forms of child labour has been carried out through various media such as newspaper, radio and television. The Department of Information Service has been in the forefront of mobilizing the media network to report on various aspects of child labour, including child domestic labour. An inter-agency media consultative group on the worst forms of child labour has been established to promote, coordinate and review the media coverage on a monthly basis. Some NGOs, namely Tanzania Media Women's Association (TAMWA) and Kuleana Center for Children Rights have been active in awareness raising, which targets children in domestic service.

Substantive work has also been done to build the capacity to address the worst forms of child labour at district level. During 2000-2001, IPEC supported the Ministry of Labour and Youth Development to address the worst forms of child labour in collaboration with district governments. The project aimed to promote the integration of child labour issues into local

child labour in domestic service by Conservation, Hotels, Domestic and Allied Workers Union (CHODAWU). Since 1996, CHODAWU has been working at community level in Iringa and Singida, known as catchment areas of child domestic labour. CHODAWU trains trade union leaders and members to become actively involved in the action against child labour. They are educated about the problem of child labour, national and international legal framework, the causes of child domestic service, identification of children at risk and those employed in domestic work, the nature of the exploitation and hazardous work situations and possible means of intervention.

About 1000 children have been prevented and withdrawn from child labour and provided with alternatives. 300 families have been able to sustain their livelihood without depending on child labour. CHODAWU applies preventive strategies through (a) provision of education support to children at risk of becoming child labour (b) community sensitization and mobilization in order to create awareness and change the attitudes of parents and families about child labour (c) economic empowerment of the poor households with school age working children to undertake small income-generating activities instead of depending on child labour (d) signing agreements between the union and village governments and employers to restrict the employment of children (e) formulation of village based child labour committees who identify children at risk as well as those who have left the village to do domestic work. The Child Labour Committee develops a village action plan on the prevention of child labour, mobilizes local resources, monitors the problem and reviews progress made. The programme has been implemented in close collaboration with other ongoing initiatives in those villages, mainly on HIV/AIDS and family planning. In addition, CHODAWU coordinates its action very closely with other trade unions, namely Tanzania Plantations, Agricultural and Allied workers Union (TPAWU) and Tanzania Mining, Construction and allied workers Union (TAMICO) in the framework of the inter-sectoral trade union policy and strategic approach on the worst forms of child labour.

1. Form by-laws to prevent child labour in their respective areas.
2. Collect data on the child labour situation and report on the incidence of child labour to relevant authorities.
3. Negotiate and undertake legal action against employers.
4. Identify local resources as alternatives to child labour.
5. Advise and counsel children withdrawn from child labour and their families.

1.

2. Building on the experience of CHODAWU, IPEC supports Tanzania Council for Social Development (TACOSODE) to mobilize and train NGOs at the grassroots to combat the worst forms of child labour, including hazardous work in domestic service. Through the network of these grassroots NGOs in 5 districts, during 2000-2001, TACOSODE plans to withdraw and rehabilitate 1000 children and provide them and their families with alternatives.

3.

#### 4. *Lessons learned*

5.

6. IPEC conducted a thematic evaluation of its action programmes targeting children in domestic service in 2000. The experience in Tanzania demonstrates that it is possible to prevent recruitment of children for domestic service by implementing action in the recruitment areas. Targeting the recruitment areas for prevention takes a combination of interventions, notably awareness raising, community mobilization and provision of alternatives.

7.

8. For both prevention and withdrawal interventions it is clear that a community based approach is most likely to yield long term sustainable impact. Continued use and development of community-based strategies is therefore recommended, bearing in mind that such strategies often need time and results are not necessarily quick in coming.

9.

10. Moreover, it was concluded that community-based prevention and withdrawal interventions demand a certain minimum of resources on the part of the implementing agency, not least in terms of staff. This is so as experience suggests that frequent facilitation, follow-up and monitoring are crucial for activities to come off the ground and take root in local communities.

11.

12. IPEC in Tanzania has, to quite a large extent, been instrumental in creating a national alliance on child domestic work (CDW), also in making active use of networking capacity in partner agencies and, to some extent, facilitating links between organizations.

13.

14. The major lessons learned thus far include the following:

15.

16. In the long run, community based approaches to preventing CDW and withdraw child domestic workers are more likely to yield sustainable impact;

17. Using community based approaches is time demanding and takes many resources on the part of the implementing agency to reach a substantial number of families and children.

18. Establishment of Child Labour Committees (CLC) appears to be a very viable way of integrating child labour concerns in communities, mobilizing their resources and ensuring local ownership. To ensure the integration of CLCs with communities they must be tied to existing structures, such as village governments.

19. Moreover, intensive technical support and follow-up must be given to the CLCs during the

implementation to ensure their smooth running, particularly at the start-up period.

development of relevant policy for combating the use of children in domestic service and the implementation of direct intervention targeting children, their families and communities.

### **2.1 Policy development or enabling environment**

For the effective prevention and elimination of exploitative conditions of child domestic service, a number of policy issues will have to be addressed. Along with the policy and programmes for the eradication of poverty, implementation of a policy which provides quality education for children and particularly for young girls will have to be intensified so that girls have better access and opportunity to education and training.

### **2.2. Direct intervention with target children and their families**

Direct interventions, aimed at preventing the problem, provide protection to children working in domestic service. The withdrawal and rehabilitation of those exploited and abused will be organized. Because a large number of children, particularly girls, is at risk of entering abusive child domestic work, the priority is to prevent the problem through various measures such as the provision of formal and non-formal education and economic empowerment. Support services, such as opportunities to meet with other children, to have basic health care, recreation, education and training, will be provided as transitional protective measures for child domestic workers in urban centres. These basic services could also serve as an entry point to get to know the children, their employers and their working conditions. Those working under exploitative and abusive conditions will be withdrawn and provided with alternatives. Direct intervention will include:

#### Public awareness, Community mobilization and monitoring

Combating exploitative forms and conditions of work among children in domestic service requires a change in public attitude. The public at large will be mobilized to build public opinion that children, particularly girls in domestic service have the right to be free from exploitation and have the right to education. Campaigns targeting the employers will be conducted in order to create awareness about the need to respect the labor laws related to minimum age, minimum wages and working conditions. Employers will be encouraged to provide children in domestic service with education and not to engage under age children in the future. Where appropriate, the children themselves (current and ex-child domestic workers) will participate in awareness raising activities in order to make their circumstances known to society.

The thematic evaluation of IPEC programme on child domestic labour in Tanzania shows that communities themselves and their organizations such as the Child Labour Committees play a leading role in solving the child labour problem. The TBP will reach out to the communities and create awareness among them about the child labour problem. Applying previous experience, the Child Labour Committee will be promoted as one of the main vehicles for identifying children at risk from child labour and exploring solutions. Community participation will also ensure community ownership of the project and sustainability of action in the long run.

Community organizations will be supported to carry out community monitoring tasks, including identifying children at risk and their families, making an inventory list of those children, facilitating their placement in formal and non-formal education (and other

One of the reasons, that so many children, particularly girls enter domestic work, is the lack of educational opportunity. Educational needs of children at risk and those withdrawn from hazardous domestic work will be identified. According to their needs, they will be provided with formal and non-formal education, vocational training and other support services, such as shelters, health care, counseling, re-integration into their families (wherever possible) and economic alternatives. Recreational activities, which promote the children participating in music, arts, theater, and dance, will be organized as part of formal and non-formal education. Support network, i.e. self-help groups, and reference to other service providers, will be developed for pregnant victims, victims with HIV and victims with young children.

#### Economic empowerment of families

The sustained solution to the problem will depend, to a large extent, on the capacity of the families to be able to have sufficient resources for their basic needs such as food, education for the children, health care etc. Links with various income-generating activities and micro-credits will be established to support families with children at risk of entering child labour and families with children withdrawn from exploitative domestic work.

#### Capacity building

The current capacity of both government and NGOs to implement direct intervention is limited. Many actors at local and national level will have to be mobilized in order to extend the coverage to a large number of target children. Workshops and training will be organized during the implementation of the TBP among potential implementing agencies to review existing experience, discuss working methodology in the prevention of the problem, protection of the children and rehabilitation of the victims. The training needs to build the necessary capacity and expertise will be identified. One crucial element of capacity building is to promote the coordination and forming an alliance among all key actors.

### **3. Collaborating partners**

This programme will be implemented in collaboration with several partner agencies. At the national level, key Government ministries, national NGOs, the ILO constituents, the academic institutions, youth groups, religious bodies, and the media will be mobilised to support action aimed at policy development, awareness raising and social mobilization.

At district level, local authorities such as the district and village governments, local NGOs and community organizations will be mobilised to implement direct intervention aimed at preventing the problem and rehabilitating the victims. Families and the children themselves will be actively involved in the implementation of direct intervention at the community level and in awareness raising at national level.

Partnership will be built with other ongoing programmes such as education for girls, programmes on HIV/AIDS, economic alternatives for families etc, in order to effectively address the needs of children in domestic work and their families.

# 1. Background

## *Problem analysis*

In Tanzania, mining has been a significant economic activity for many years. During the colonial period, the government was in favour of large-scale companies and tended to discourage small-scale enterprising individuals. Mining activities were chiefly confined to the gold mines, and areas where known alluvial deposits existed. The growth of small-scale mining started soon after independence in the late 1970s. Despite the fact that artisanal mining was "illegal" from the government's point of view, in the late '80s it was estimated that mining communities of between 10,000 and 25,000 were being unofficially established wherever new discoveries were made.

In 1989, liberalization of the economy including the mineral trading sector took place and several small mining operations became legalized. Nearly a decade later, Tanzania's mining sector recorded significant growth of 27.4 per cent during 1998 compared with a 17.1 per cent in 1997, resulting in an increase in the sector's contribution to the country's GDP from 1.7 to 2.0 per cent over the same period of time.

The main mineral being extracted, that has led to a significant increase in the mining sector's contribution to the country's economy, is gold. But the potential of Tanzania's mineral resources does not end with gold. There are a number of minerals and gemstones such as diamonds, iron ore and coal, Tanzanite, uranium, and nickel deposits. Small-scale mining is concentrated primarily in gold and gemstones (particularly Tanzanite).

Like most economic activities, small-scale mining has positive and negative implications on the economy and the people of Tanzania. Mining is closely linked to a country's economic development, particularly in the rural sector in many developing countries; it helps to stem rural-urban migration, maintaining the link between people and the land; it makes a major contribution to foreign exchange earnings; it enables the exploitation of what otherwise might be considered non-economic resources; and it has been a precursor to large-scale mining. Moreover it provides employment for about half a million people in Tanzania, and affects the livelihood of 4-5 million.

Unfortunately, mining is also one of the sectors with the highest presence of child labour. According to the 2000-2001 Labour Force Survey, around 10 per cent of the labour force working in the mining sector is less than 18 years old. The percentage increases to 28 per cent if we add the age group of 18-19 years (see Box. 4 in the main document).

Child labourers (defined as those 18 years and under) engaged by concession holders to work in small-scale mines are deemed attractive employees for a number of reasons. First, due to the illegality of their work status, any complaints regarding wages or working conditions can easily be ignored. Second, child labourers are generally compliant and tend not to question the tasks assigned to them and the living and working conditions they are subjected to. The fact that wages are often not received until after the end of a work contract is undoubtedly a constraint on rebellion. Lastly, for many rural young people there is no alternative wage employment outside of the small-scale mining sector; subsistence

adhered to. The more informal the operation, the less the regard for regulations that limit the involvement of children in paid or unpaid work.

#### *Work related Hazards*

Children working in small-scale mining operations are not only exposed to immediate health risks but are also jeopardizing their long-term development -- both physical and socio-economic. The hazards faced by children are the same as for adult miners (inundation, cave-in, asphyxiation, overexertion, malnutrition, TB, malaria, diarrhoea, trips and falls, lack of hygiene, dust, noise, vibration, exposure to mercury and other hazardous chemicals). However, the risks to immature bodies are much more severe. The complete lack of medical and health facilities at or near many mining locations means that there is no screening and no indication of the effects of harsh working conditions on

any of the workers.

Occupational health and safety risks affecting children in small-scale mining differ widely according to whether work is conducted underground or on the surface, the type of mineral/stone being mined, the type of processing that is carried out and obviously the level of a child's involvement in it.

Difficulty in obtaining reliable data on occupational health risks (among other aspects) is compounded by the remoteness of many mining sites, the opposition of some employers to any "prying" into their labour and occupational health and safety practices, and the reluctance of many workers themselves to jeopardize their position by being outspoken.

#### *The Mererani Case*

The small-scale mining operations in Mererani (an area in Simanjaro District) centre around Tanzanite gemstone mining and are a prime example of the worst forms of child labour. Mererani is located in Northern Tanzania in the Purana hills. The area is known to be rich in Tanzanite and infamous for being the "wild west country." Only 35 years ago, the site, which now houses a rapidly expanding township based on Tanzanite mining, was bush, frequented only by Masai pastoralists passing through on their way to more productive grazing land for their cattle. This makeshift settlement sprang up out of "Tanzanite fever" and retains a marginalised status (in terms of governance and social services) to this day. It is important to note that the Tanzanite stone has been discovered mainly in the Mererani area making it's worth high in Tanzania and around the world.

and vice versa. Other jobs consist of transporting water, running errands and bringing sand up from the pit for sieving. Some boys are also involved in setting explosives. The boys' work is hard as they are often expected to go up and down the pits several times a day, an exhausting task in and of itself. The pits go down 200 metres and consist of very narrow tunnels. Surface work involves spending the day, hunched over, sieving sand from the pits to extract small pieces of gemstone.

Child labourers in Mererani engage in a number of activities other than surface and pit work. Whilst girls are not to be found in direct mining activities, many are involved in the service sector like minding the children of adult miners, child domestic work and sometimes even in prostitution.

Children are attracted from all over the country to work in the Mererani area, a majority hailing from Arusha and Kilimanjaro Regions (See figure above). According to various studies and the recently conducted Rapid Assessments, around 50 per cent of children come from other districts in Arusha region and less than 8 per cent of children are from Mererani itself.

It is quite difficult to provide an exact figure of how many boys work in the mines of Mererani, primarily due the nature of children's migratory patterns. Many boys are migrants, coming and going from Mererani at different periods of time. It is estimated that in Mererani there are around 500-600 boys working during the low season (rains make it difficult to work in the pits, with a high risk of floods) but this number can increase up to two-three thousand during the dry season. Most of the boys do not spend the whole year in the pits, particularly the younger ones. Usually boys work during the school holidays and they come with little or no information on the reality and conditions of mining work.

### *The response*

From 1994 to 1997, several IPEC sponsored action programmes aimed at combatting child labour in the mining sector were implemented. These programmes include those carried out by the African Network for the Protection and Prevention of Child Abuse and Neglect (ANPPCAN – Tanzania chapter), the Ministry of Education, the Tanzania Information Services Department, and trade unions such as the Tanzania Mining and Construction Workers Union (TAMICO). The ANPPCAN programme focussed on preventing child labour in the mining sector through sensitization seminars. Parents, school committees, teachers and community leaders living within the vicinity of mining sites were targeted. These seminars were conducted in the following Regions: Mbeya (specifically Chunya district), Mwanza (Geita district), and Arusha (Simanjiro district). The Ministry of Education programme sensitized primary school teachers, ward secretaries and members of school committees covering districts in Arusha, Mwanza, Shinyanga, Tanga and Mtwara Regions. The Child Labour Unit under the Ministry of Labour has also held several "zonal" workshops aimed at raising awareness among district authorities on the worst forms of child labour, particularly child mining in the Mererani mines. The Tanzania Information Services Department (TISD) aimed to raise public awareness on all forms of child labour, including small-scale mining, in Tanzania. The campaign was carried out through mass media institutions such as television, radio, newspapers and posters.

As part of these efforts, in many villages child labour committees were formed and the village governments have enacted village by-laws to ensure child labour is eliminated. However, the effectiveness of the child labour committees remains to be seen as the



failures, and the increasing cost of basic social services are among the main reasons for the supply of children entering in the small scale mining sector. The demand for child labour is also high, particularly for the nyokas as their size and dexterity is considered essential to climb efficiently in and out of narrow tunnels in search of the stone or to take messages up and down the pits. Their inability to protest, demand fair wages and better working conditions also play a critical role in the demand for child labour. The overall strategy of the project therefore is to put in place mechanisms to prevent children from entering Mererani mining operations, withdraw those engaged in hazardous work and provide them with educational or vocational alternatives, and to provide their families with alternative income creation opportunities. This means that both demand and supply side issues shall have to be tackled in an integrated manner.

## ***2.1 Policy development or enabling environment***

For the effective prevention and elimination of child labour in the mining sector , a number of policy issues will have to be addressed. Along with the policy and programmes for the eradication of poverty, implementation of a policy which provides quality education for children will have to be intensified. In addition the necessary reform required in the area of legislation and enforcement will be tackled under Project Component I .

## ***2.2. Direct intervention with target children and their families***

Direct interventions aimed at preventing the problem and withdrawal and rehabilitation of the victims as part of Project Component II will include:

### ***Public awareness , Community mobilization and monitoring:***

Awareness raising and social mobilization efforts will thus play a critical role in affecting the decision of the children and their families to enter into the small scale mining sector, a decision often based on misinformation about the risks, gain and opportunities. The approach will continue to build on past IPEC supported initiatives carried out by ANPPCAN, TISD, TAMICO etc.

Awareness raising activities will include the sensitization of regional and district officials, parents, employers', workers' and non-governmental organizations as well as local communities on the risks of child labour. Targeted campaigns and sensitization workshops will be held involving communities in the surrounding villages of Arusha and Kilimanjaro regions where many of the child labourers come from. Methods such as interactive drama and dance around the theme of the reality of children working in the mines will be pursued, and where possible, former child miners themselves will perform in these plays/skits/dances.

The media (and general public) has shown genuine interest in Mererani, given the recent friction between small-scale mining operations and the large-scale operations. Given the interest, the media will be a strategic partner in promoting awareness of the exploitative child labour conditions that exist in Mererani through documentaries, articles, and TV/Radio spots and coverage will extend nationwide.

Arusha region, and in particular Simanjiro District, is unique in that village child labour committees have been formed and district based by-laws on child labour exist. Building on these structures already in place, the programme shall support the effective implementation

will also assist with monitoring the retention and performance of those children in schools. Finally, relations will be cultivated with respected community members where the children are coming from and a tracer study will be conducted to establish the home background of the children withdrawn for possible re-unification with their families.

*Withdrawal of children, counselling, referral services, access to transitional education, mainstreaming into formal education and provision of marketable pre-vocational skill development for older children*

Supporting existing efforts by the Government and the donor community in line with the PRSP to promote primary school enrolment in the villages and districts close to Mererani will be actively pursued. A select number of children below the age of 14 years will directly benefit from primary school enrolment or transitional education classes in Mererani and its surrounding villages as may be appropriate. Similarly, strengthening the attractiveness and availability of vocational training centres or folk training colleges in Simanjiro and neighbouring districts will be supported. Adolescents aged 14 – 17 years will be a special target group for market-oriented vocational training programmes. The training programmes will ensure that skills being imparted are in demand in the labour market and that the children will be able to acquire and utilize the skills to their benefit. Finally, in all primary schools in the two regions, the use of the IPEC “Education Kit on Child Labour” for teachers will be promoted. Due to the fact that many of these children come from areas outside of Mererani and districts other than Simanjiro, a degree of repatriation and reunification of former child labourers with their families will have to be carried out. Mererani and Simanjiro District as a whole may not have the capacity or educational infrastructure to support a large number of migrant children in their pursuit of education.

In addition to alternative educational and vocational opportunities for former child labourers, a series of recreational, health, and counselling services will be afforded to former working children. A “child care referral centre” will be established in Mererani for this purpose that will also be a valuable source for monitoring the situation of children engaged in and removed from small-scale Tanzanite mining in Mererani and their possible repatriation.

*Economic empowerment of families*

In cases where parents have been forced to send their children to work in the mines or parents count on the physical labour of their children at the mining sites due to income poverty, the parents will be provided with alternative income generation opportunities. This can range from alternative skills training programmes to the administration of grants to start up new businesses to the establishment of a revolving fund. In a few cases where parents would like to continue operating in the mines, skills training on improved (and more mechanized) forms of mining may be provided side by side with occupational health and safety training and a grant to purchase better equipment. This should increase the parents' level of output (and hence earnings) while at the same time increasing their safety at work. Promoting linkages with ongoing community based (and inspired) income generation schemes (such as with TASAF) will be a critical element of IPEC's work to economically empower households that are dependent on or vulnerable to child labour practices in districts outside of Simanjiro.

*Capacity building*

through training and seminars. The various actors will also be brought together to share their experiences and encouraged to form a network/coalition to maximize impact and Sustainability.

### **3. Collaborating agencies and institutions**

1. Local Government: The Regional and District Offices responsible for labour, education, health, mining and social welfare will play key roles in the implementation of the project. Their role in the project will entail: inspecting and monitoring with IPEC the situation of children involved in hazardous work;
2. adapting and improving child labour regulations in small-scale mining and ensuring sustainable improvements in the working conditions in the mines;
3. improving education and health services in Mererani and neighbouring villages;
4. participating in envisaged project training courses, as well as in events for discussing and drawing up of plans for the prevention and progressive elimination of child labour in Mererani mines.

Employers: The organizations that represent employers in Mererani mines will play an important role in collaborating with the project. They will participate in:

- awareness raising among their members as regards child labour in the mining sector;
- support for social and economic development among mining communities, particularly, in supporting technical development and environmental protection, including public, political and financial commitments to the project;
- participating in training courses and events aimed at discussing and drawing up plans for the prevention and progressive elimination of child labour in Mererani mines.

Trade Unions: The mining sector (TAMICO) and its representative organizations will collaborate by:

- conducting awareness raising activities among its members on to child labour in Mererani mines;
- supporting sustainable socio-economic development of the Mererani community and neighbouring villages in Arusha and Kilimanjaro regions as a means of preventing child labour;
- attending training courses as well as events aimed at discussing and drawing up plans for the prevention and progressive elimination of child labour in Mererani mines.

NGOs/CBOs: The Tanzania Women Miners Association – Mererani branch (TAWOMA) is an association of women miners established in 1997 and based in Arusha who work on the promotion of women and child rights. The association could be involved in providing social services including linking children to formal and non-formal educational institutions under the programme.

Other local non-governmental organizations (like the Mererani Good Hope Programme for Children and Young People Drop-In Centre, founded by Mererani residents and miners) have exhibited a high level of commitment even if with little experience and scarce resources. Other NGOs in the region (Children in the Sun – Arusha; Makumbuzi – Moshi) have some experience and expertise in working with child labourers and with sensitization, vocational training, technical assistance and income generation activities. These NGOs could be active in:

- establishing inter-regional/district/community networks to combat child labour in

of recommended programme activities in Mererani. The Swedish International Development Agency is active in the Simanjiro district with activities in the area of good governance. In 1998 SIDA published a first preliminary study on the situation of children in Mererani.

*Private sector:* The claim to the biggest area in Mererani was given to a joint venture between a South African mining company, AFGEM, who bought the assets for \$5 million, and a Tanzanian company. The joint venture is known as the Mererani Mining Corporation (MML) and the conditions of their being granted the licence was that they would contribute to community development. Thirty percent of production and 3 per cent of profits are paid to the government in tax. MML claims to be committed to community development and is currently setting up a 'community development trust'.

## **1. Background :**

### **1.1 Problem analysis**

The commercial agriculture sector in Tanzania, which includes family farms producing for domestic and export markets, has been associated with child labour, including its worst manifestations. Child labour is more conspicuous in the organized sector, on plantations and commercial farms and to some extent in processing factories, which are normally located on, or near the farms and plantations. Children aged between 10 and 14 years constitute a significant number of the labour force in tobacco, coffee, tea, and cotton farms and plantations in the country.

Results from rapid assessments on the worst forms of child labour on coffee, tea, and tobacco farms and plantations carried out recently (2000/2001) confirm low primary school enrolment and high rates of employment of children in agriculture. In the case of tea plantations, for example the assessment findings reveal that between 70 – 82 per cent of the children between the ages of 10-17 years (both boys and girls) were working and attending school, while 30 per cent were not attending school at all. This level of school enrolment is possible in tea plantations due to the type of farm/plantation set up whereby most working children live with parents working on farms and plantations.

The situation of working children varies substantially depending on the agricultural setting, whether the farms are large-scale plantations, subcontracted units or individual smallholder farms producing cash crops. Working children may be subjected to different forms of employment i.e. they may be hired as wage labourers on a full time basis, as casual workers paid by task, or work as part of a family unit with no pay. Working children may live on plantations or be hired from surrounding villages. Whatever the setting, these children are often deprived of the opportunity to go to school.

#### *Child labour in the Coffee sector*

A rapid assessment done in Karatu District in north-eastern Tanzania indicates that working children are involved in picking coffee berries, weeding, pruning and spraying chemicals. The study also found out that children working on the coffee plantations are aged between 10 and 17 years, and that girls comprise 60 per cent of the working children, while the rest (40 per cent) are boys. Activities carried out by children on the coffee plantations include picking, pruning, spraying and weeding. Picking was however found to be the most common activity in terms of the larger number of children involved.

Most of the child workers live with their parents who own small family coffee farms, or are themselves working on the farms as casual labourers, along with their children. The study established that children working on coffee plantations are exposed to various hazards. The children are required to use farm tools that are beyond their physical ability to handle, including large hand-hoes and spray pumps designed for adults. Besides getting easily exhausted by such tools, the children were also reported to regularly injure themselves while using them. Long-term health effects on children from exposure to pesticides was cited as another risk to which working children were exposed, in addition to snake and insect bites.

poverty at the household level, ignorance on the part of parents on the value of education and skills for their children and large family size - which over-stretch the meagre incomes of parents and create demand for children's input.

The general situation and characteristic features of child labour in the coffee plantations in Karatu district are similar to other coffee plantation areas where IPEC-supported situation assessments have been carried out, including those in Arumeru district (Arusha region) and in Hai district (Kilimanjaro region)

#### Child labour in the tea sector

Large scale tea growing is very labour-intensive and therefore requires a large workforce. The location of tea plantations in the generally low-income districts up-country has meant that poor households/families surrounding the plantations have over the years had their cash-income needs tied to work on the plantations. Parents have in many cases had to involve their children in plantation work in order to increase the cash earnings of the family, while in some cases, children have joined the plantation labour force on their own accord for various reasons.

A rapid assessment on the worst forms of child labour in tea plantations in Rungwe and Lushoto districts (November 2000 / March 2001) has revealed that about 1,000 children were working part time on tea plantations in the two districts. Children are mainly involved in tea plucking and carrying green tea leaves from tea farms to weighing centres. Children start working on farms at the age of six years, initially joining their mothers and siblings until they get used to plantation activities. The majority of working children are aged between 11-14 years and most of them are girls. These working children differ in terms of level of education, gender, type of parental care and family size. Most of the working children (aged 7 –13 years) were working and at the same time attending primary school in Standard I - VII.

Working children come from large families and poor households, most of them living with either a guardian or a single parent often as a result of HIV/AIDS, family breakdown or divorce. Children were seen carrying heavy loads of green tea leaves from the fields to the weighing machines located as far as 2 - 5 kilometres away. Children were often forced to sell their cargo to middlemen at half the price offered by the company. It was noted that children had long working days, sometimes up to 10 hours, without food or rest. Working girl children were sometimes sexually harassed by adult plantation workers.

The fact that most children work part-time means that school attendance and performance is poor. The attendance rate in Rungwe district was found to be 60 -70per cent while in Lushoto district the attendance rate is 30 - 40per cent. The average drop-out rate for both districts was found to be 20 – 30 percent.

#### Child labour in the tobacco sector

Tobacco is primarily a male dominated sector, with a labour force that includes children aged between 14 and 17 years. A Rapid Assessment carried out recently (November 2000 - March 2001) in Iringa rural and Urambo districts found that working children live with parents who work on the farms in Iringa Rural district, while in Urambo district a high proportion of children, 38 per cent, live with their employers, in conditions akin to semi-bonded labour. The study further revealed that in Iringa, working children living with their parents, work for 2-3 days in a week and a majority attend school. Most of the children living with their employers

hours for children vary from 6 to 8 hours in Iringa district to 9-14 hrs in Urambo district (due to different organizational systems and levels of mechanization), the general working conditions on the tobacco plantations/farms in both districts were the same. Children work under extreme weather conditions, walk long distances, carry heavy loads, suffer dehydration, as well as inflammation of the eyes due to pesticides and tobacco fumes. Children working on tobacco farms/plantations are generally underpaid and often abused sexually.

The causes of child labour on tobacco farms/plantations include poverty and low family incomes, large family size, an increasing number of orphans and child-headed households resulting from HIV/AIDS, food shortages and the declining quality and value of primary education.

A separate study conducted in Urambo district has revealed that some of the children working on the tobacco farms in the district have been trafficked from refugee camps within the region and from the Kigoma region. The children, both boys and girls, are taken away from their families and relatives in the camps, and hence deprived of family protection, and in most cases they have no means of returning home after the season. The children are liable to stay on the tobacco farms as casual labourers or move to urban areas where they might end up in other worst forms of child labour, e.g. prostitution or domestic service. **Working**

#### **conditions in the tobacco sector**

#### **1.2 The existing responses and gaps**

Commercial agriculture is among the sectors, with the worst forms of child labour, which have been targeted by the IPEC programme in Tanzania since 1995. Within the framework of the implementation of the programme, various initiatives have been undertaken by the social partners, and include:

- . The training and orientation of labour inspectors on child labour by the Ministry of Labour in order to increase the level of the enforcement of labour legislation especially on the plantations. A child labour inspection manual has been developed for use by labour inspectors. (1998)

- . A situation assessment of child labour on tea coffee, sisal, tobacco, cloves and sea-weed plantations by trade unions and research institutions and the formulation of area-specific interventions and action plans to prevent child labour on plantations. (1996 –1999)

- . The formulation of collective bargaining agreements both at national and local level between employers and trade unions on the prohibition of child labour on tea and coffee plantations.

- . Setting up of community – level action on child labour in commercial agriculture in communities surrounding plantations, including the formation, in more than 200 villages, of village committees on child labour ( 1996 –1999 ) by NGOs.

- . Enlisting the cooperation and support of owners and managers of tea and coffee plantations to prevent child labour on plantations by the Association of Tanzania Employers.

- . The establishment of child labour units in 18 tea plantations to monitor child labour.

- . The support to primary school infrastructure by individual owners of tea plantations in order

draft national policy guidelines on child labour.

. The withdrawal of 1,500 children from child labour in commercial agriculture by Trade Unions and the Employers' Association ( 1996 –1999).

These efforts notwithstanding, the problem of child labour in commercial agriculture continues to persist. There are a number of gaps that combine to sustain the problem. These gaps include:

. Weak enforcement of existing labour laws due partly to an insufficient number of labour inspectors with limited logistical support and motivation.

. Worsening rural and household poverty, forcing many children into child labour in commercial agriculture.

. Lack of adequate, feasible and sustainable economic alternatives for most parents and their children.

. Lack of education and training opportunities for an increasing number of children.

. Lack of a comprehensive policy framework for addressing child labour in the different sectors, including commercial agriculture.

## **2. Project Strategy and Approach**

The programme strategy will have three key elements, i.e. prevention, protection ,and withdrawal and rehabilitation. Building mostly on IPEC experience, programme interventions will also focus on capacity building, enhancing political commitment and promoting social awareness to achieve the prevention of the worst forms of child labour in the coffee and tea plantations in the selected districts, for children under 15 years of age and in the tobacco plantations/farms in the selected districts for children under 18 years. Essential features in this undertaking will include the provision of access to quality education and training opportunities to children, including (ex)working children, the provision of income-generating opportunities for poor households prone to using child labour, community mobilization, awareness raising and information campaigns, as well as the promotion of the enforcement of existing labour laws.

### **2.1 Policy development or enabling environment**

The implementation of several relevant policies and programmes will be necessary in order to achieve the prevention and elimination of the worst forms of child labour in commercial agriculture. These include the eradication of poverty in general and rural poverty in particular, the promotion of access to primary and transitional education for all children, as well as measures to contain the problem of HIV/AIDS. These are at present top priority issues on the country's development agenda. Crucial as well, will be the reform of the existing labour laws, and the effective enforcement of legislation on child labour. The adoption of a national policy on child labour already drafted by the Government, will provide the essential basis for guided action on the worst forms of child labour. The district level implementation of relevant policies and programmes will be integrated in a complementary manner in order to impact as much as possible on the worst forms of child labour in commercial agriculture.



### Public awareness , Community mobilization and monitoring

These will target communities in and around plantation areas, including managers, supervisors and owners of plantations, parents, teachers and children. Previous IPEC-supported interventions have demonstrated that, once communities are sensitized on child labour and made aware of its negative effects on the health and development of the child, they are keen to take initiatives that are within their reach to curb the problem. Through out-reach work, community seminars and employers' workshops and media campaigns on child labour in commercial agriculture, community-level action by village governments as well as employers; initiatives on worst forms of child labour on tea coffee and tobacco plantations will be achieved.

### Withdrawal of children, counselling, referral services, access to transitional education, mainstreaming into formal education and provision of marketable pre-vocational skill development for older children:

A systematic identification of younger, more vulnerable children, including girls engaged in the worst forms of child labour, will be carried out in coffee, tea and tobacco plantations in the selected districts. Children aged below 15 years will be targeted in the tea and coffee plantations for the purpose, while in the tobacco plantations, children below 18 years will be targeted for withdrawal. Identification of children to be withdrawn from plantations will be done in consultation with the management of the individual plantation, parents and the individual children on the process of withdrawal and the relevant/appropriate alternatives in terms of schooling and training opportunities for the individual children. Programme activities for withdrawal will also provide for counseling services by social workers to individual children and their families/parents, as well as the assessment of the poverty situation of individual families of the targeted children. Withdrawal and reintegration will be done gradually and systematically, with sufficient flexibility to accommodate the life situation and needs of individual children and that of their families. District authorities, the police and other concerned institutions will be sensitized on the problem of trafficking children for work on plantations, following which legal action will be taken against employers or brokers involved. Working children trafficked into tobacco plantations, including refugee children, will be identified for withdrawal and repatriation.

In all three sectors (tea, coffee, tobacco) consultations will take place between trade unions, employers' associations and the plantation management on the possible initiatives and measures to be put in place to ensure that children over the age of 15 years working either full time or part time on plantations are assigned the kind of tasks which do not expose them to physical dangers and health risks. This will also apply to children below 15 years who may work part time after school hours or during holidays. Given the high degree of health risks and hazards associated with work on tobacco plantations, children under 17 years will be targeted for withdrawal while those of age 17 –18 years may be assigned non-hazardous work on the farms. Activities under social protection will also be provided where possible for children to combine work with agro-skills training etc, as well as being provided with orientation on occupational health and safety. Equally necessary will be the need to ensure that children are adequately remunerated for their work.

### Economic empowerment of families:

enhance their contribution to the achievement of the TBP objectives in the commercial agriculture sector. Training and orientation workshops for labour inspectors and district officials on WFCL interventions in commercial agriculture, as well as sensitization seminars for members of the social welfare and the child labour subcommittees in the districts will be done. A training and capacity needs-assessment of relevant NGOs and CBOs in the selected districts will also be undertaken to determine any capacity constraints, which will then be systematically addressed.

### **2.3. Collaborating agencies and Institutions**

Central Government: (Ministries of Labour, Education, Agriculture, Prime Minister's Office, Planning Commission, Community Development, Vice President's Office, and Local Government & Regional Administration )

. The provision of appropriate and relevant policy framework and guidelines for the implementation of the programme interventions on the worst forms of child labour in commercial agriculture.

*Local Government (District Councils)*

. As key actors in the selected districts, the necessary administrative and logistical support for the implementation of programme activities will be provided within the framework of the district management team, through the Social Welfare Committees and the subcommittees on child labour. The District Councils will ensure the effective integration of the worst forms of child labour in the district development plans, and also coordinate the overall monitoring and evaluation of the programme activities in the different plantations and farms.

*Association of Tanzania Employers (ATE )*

. Will mobilize the cooperation and support of member associations (including the Growers' Associations for tea, coffee and tobacco) for action against the worst forms of child labour, formulate and disseminate among employers, codes of conduct on child labour in commercial agriculture, as well as the sensitization of owners and managers of coffee, tobacco and tea plantations on child labour.

*Tanzania Plantations, Agriculture and Allied Workers Union (TPAWU)*

. Will train both union leaders and its members in the tea, coffee and tobacco industry in the selected districts on the worst forms of child labour, and also implement relevant direct action on the worst forms of child labour in the three sectors.

*NGOs and CBOs*

The collaboration of both relevant national NGOs and community prone-based organizations will be sought and enlisted in the implementation of the different programme activities in the different sectors. Depending on their experience and expertise in different programme areas/activities (e.g. poverty alleviation, family planning, HIV/AIDS, community development, non-formal education and social counseling ) the identified NGOs and CBOs will implement or be involved in the implementation of specific or complementary programme activities within the context of inter-agency linkages and networks revolving around village communities and the District Councils' authorities.



**Matrix on Key Areas of Donor Funding**

Intervention Donor	Education	Poverty	Health	Legal	District based
AfDB					
BTC					
CARE					
CIDA					
DANIDA					
UK-DFID					
EU					
FINNIDA					
GTZ					
Ireland					
NORAD					
RNE					
UNICEF					
SIDA					
USAID					
World Bank					

## Key areas of Donor Funding

### AfDB

- Small Entrepreneurs Loan Facility (SELF)
- Education

### BTC

- Primary Health Care
- Education
- Agriculture and Food Security
- Basic Infrastructure
- Conflict Prevention and Society Development
- Gender Equity
- Improvement of living conditions
- Social Economic Development
- AIDS Prevention

### CARE

- Education: basic and girls education
- Health: malaria and reproductive health
- Integrated Conservation and Development
- On farm and off farm Income Generation

### CIDA

- Basic Education: improving basic education, especially for the poor. Capacity

- Health: Health Sector Reform programme strengthening
- Private Sector: Support to sector reform and small scale business development
- Roads
- Labour law reform, occupation safety and health

#### UK-DFID

- Public Resource and Economic Management: economic reform programme, multilateral debt relief
- Basic Education: increasing enrolment to primary school
- Health Sector Reform: policy, planning, budgeting
- Productive Opportunities: Livelihood security for rural poor, on and off farm income-generating activities, rural infrastructure
- Development Participation: advocacy at local and national level, increase accountability of GoT

#### EU

- Road Infrastructure
- Social Sector: non-Dar es Salaam urban water supply, basic education
- Budget aid, targeting the social sector

#### FINNIDA

- Education: basic education
- Health: HIV/AIDS programmes
- Rural Income Generating Activities
- Environment
- Women's Rights

#### GTZ

- Poverty Alleviation
- Protection of the Environment and Resources
- Education

#### Ireland Aid

- Education: improving access to quality primary education, building of Education Sector Development Plan
- Health: health reforms in the context of the Health Sector Reform Plan
- Agriculture and Natural Resources: development of extension services and related research
- District Development Plan: multi-sectoral approach involving health, education, environment, agriculture and rural transport infrastructure
- Governance: Support of Local Government Reform Programme, elections and Human Rights and Democratization
- Tourism: Technical assistance to training units and building capacity in tourism management
- Multi-lateral Debt Fund

#### NORAD

- Political Development: Local Government Reform, institutional changes, better utilization of public resources
- Economic Development: stabilizing economic development, attracting private foreign

- Environment: Cross-sectoral attention for environmental aspects of all development assistance programmes of Norway
- Commercial and Cultural Relations: promote such expanded cooperation between Norway and Tanzania

#### RNE

- Health
- Education
- Local Government
- Private Sector

#### SIDA

- Education
- Health

#### UNDP

- Aid management
- Good Governance

#### UNICEF

- Education
- Health
- District based

#### USAID

- Health Sector: reproductive health, HIV/AIDS
- Private Sector Support: on- and off-farm income-generating activities
- Environment
- Democracy and Good Governance

#### WFP

- Emergency Relief
- School feeding Programmes

#### WHO

- All health-related areas

#### World Bank

- Private Sector Development and Infrastructure Development: supporting the government in making the private sector the engine of growth
- Sustainable Rural Development: improving livelihood of the majority of the poor
- Improved Social Infrastructure: improve social indicators and enhance access of the poor to public services
- Public Sector Reform and Institution Building: increasing the effectiveness of the public sector service delivery and improve governance

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<sup>1</sup> Group work participants categorized priority targets groups as follows: First priority: prostitution; Second priority: Domestic work & Mining; Third priority: Commercial agriculture; Fourth priority: Informal sector. Geographical areas both in terms of sending areas and areas of employment were identified - in certain cases up to the district level

<sup>1</sup> Although the CLS indicated 59% of 15-17 years olds were attending school, many of these are still in primary school because they begin late.

<sup>2</sup> The severity index illustrates the severity of the problem ranging from extremely high (red) to lesser degrees of severity (yellow) .

<sup>3</sup> Physical hazards include noise, heat, light, radiation, vibration, dust and general housekeeping conditions. Chemical hazards are mist, fumes, smoke, liquid and solid materials, gas, vapour and dust particulate. Biological hazards are insects, bacteria, viruses, rodents, mite, parasites and other organisms. Ergonomic hazards are those pertaining to body positions in undertaking different tasks and using different tools or equipment, monotony and boredom, repetitive movements, organisational or administrative issues, and psycho-social dimensions.

<sup>1</sup> Kiota Women's Health and Development (KIWOHEDE), an NGO active in the field of children in prostitution and domestic service; Conservation, Hotels and Domestic Workers Union (CHODAWU), a trade union active in the field of child domestic service; and Tanzania Plantation and Agricultural Workers Union (TPAWU), a union working with children engaged in commercial agriculture, particularly tea and coffee.

<sup>1</sup> English translation of statement made in Kiswahili. A Summary Report of the National Round Table,@ Prepared for the ILO-IPEC, Local Perspective, pp. 51-52, May 2001.

<sup>1</sup> The Employment of Children (Exempted Occupations ) Order of 1957 specifies that occupations are not considered "employment in industrial undertakings" with the result that the default age limit of 12 years applies : planting, weeding, and harvesting of crops other than those necessitating climbing trees; herding livestock; running messages; the outdoor spreading and sorting of fibre; pest control not involving the use of chemicals; and grading of seeds and tobacco leaves not involving the use of machinery.

<sup>2</sup> According to the *Employment (Restriction of Employment of Children) Regulations, 1957*, children between 12 and 15 years of age can be employed under the following conditions : limit to the weight a child shall be able to carry - 10Kg; limit to the consecutive and total number of hours a child may work in a day i.e. three consecutive hours and not more than six hours in 24 hrs; a child shall not work during the night; a child shall not enter a machinery room; a child shall not work during schooling hours.

<sup>3</sup> Part II of the Employment Ordinance provides for powers and duties of officers including inspectors that include : the authority to inspect any premises where there is reason to believe that an employer is housed or employed; the authority to require an employer to produce any employee employed by him / her; the authority to enquire from any employer or any person acting on his behalf regarding any matters related to the carrying out of provisions of the ordinance.

<sup>4</sup> PRSP educational targets include :universal primary education by 2010; gender equality in primary and secondary education by 2005; increase proportion of school age children completing primary education; increase Gross Enrolment Rate to 85 by 2003; increase transition rate from primary to secondary education from 15% to 21% by 2002/3; reduce drop-out in primary schools rate from 6.6% to 3%; increase net primary school enrolment from 57% to 70%; and increase secondary enrolment from 5% to 7% by 2003.

<sup>1</sup> Annex B – DONOR RELATED ACTIVITIES - provides an overview of key areas of donor funding. For a more detailed mapping of donor activities in areas related to child labour please refer to the (unpublished) IPEC report ' District mapping of donor and international NGO presence and programmes' May 2001.

<sup>1</sup> Quoted from speech delivered by Mr. Mkapa, President of the United Republic of Tanzania during the Special High-Level Session of the ILC on the launch of the TBP on the Worst Forms of Child Labour, Geneva, 2001

<sup>1</sup> Idem

<sup>2</sup> A new IPEC project is focusing on 4 Sub-Saharan SADC countries, Tanzania, Zambia, Zimbabwe, and South Africa and addresses three targeted groups: HIV/AIDS orphans; children living with AIDS or are at high risk of becoming infected with HIV due to the nature of their work; and children affected by HIV/AIDS and/or are forced to drop out of school and enter the labour market. The project will constitute the first ILO analytical study on the issue and will provide 4 rapid assessments and a comprehensive analytical report and policy guidelines based on the conclusions of national workshops that will be organized.

<sup>3</sup> The involvement of children in the informal sector remains largely undefined and under-researched. During the project formulation mission it was agreed to postpone direct action targeting this group. Additional work will be required on this topic in conjunction with a more detailed mapping of the other WFCL in the country.

<sup>1</sup> Although child labour is not explicitly identified in the PRSP, its Monitoring Master Plan includes child labour indicators.

<sup>1</sup> Convention 182 leaves the final determination of what is hazardous to national laws or regulations or competent authorities, but stipulates that the determination process should be based on tripartite consultation. As the process of defining hazardous work is country specific, IPEC, through the TBP will enable such definition be formulated based on the most detailed knowledge possible.

<sup>2</sup> Some estimates by national partners suggest that, as a rule of thumb, 50% of children in each rural district is at risk.

<sup>3</sup> Tanzania has a very young population. According to the latest UN projections (World Population prospects: The 2000 Revision), 45 per cent of the population is below 15 years of age (data for 2000). Despite a small decline in the last few years, fertility remains high, with an average of 5.6 lifetime births per reproductive age woman. Hence the base population of children is growing rapidly, at least as fast as the total population (2.5 % per annum, according to the latest UN figures).

<sup>4</sup> Population dynamics should not only take into account new entrants to the labour market but also those currently working at a premature age that will reach the age of 18 during the time-span of this project.

<sup>5</sup> Proportion of reduction may have to be adjusted following baselines surveys expected to provide us with a more accurate number of children to be removed from work and those at risk. Although the number of target beneficiaries in this project document does not include the expected beneficiaries from the USDOL financed regional CAA project component for Tanzania , the proportional reduction by 75% takes into account its expected impact.

<sup>1</sup> Proportion of reduction may have to be adjusted following baselines surveys expected to provide a more accurate number of children to be removed from work and those at risk in the selected districts. Although the number of target beneficiaries in this project document does not include the expected beneficiaries from the USDOL financed regional CAA project component for Tanzania , the proportional reduction by 75% takes into account its expected impact.